SURVEY MIDMONTHLY

JULY 1947

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PUBLIC WELFARE ON PAGE ONE
Donald S. Howard

NOBODY'S BUSINESS?
Katharine G. Ecob

FERMENT IN OUR TOWN
Karl F. Zeisler

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Rural Trouble
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★★★★★★ SURVEY GRAPHIC ★★★★★★

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SURVEY MIDMONTHLY

VOL. LXXXIII NO. 7 JOURNAL OF SOCIAL WORK JULY 1947

Editorial thanks go to Donald S. Howard for his public welfare "state of the nation" article in this issue. Tip-off came from the record reports at San Francisco about investigations, budget and legislative troubles, in the face of rising case loads. His study of current trends, however, shows bright as well as black spots with the truly encouraging note that "the war years demonstrated to the American people that relief, health, and welfare services are not the frills and fads they were once alleged to be."

COMMUNITY "KNOW WHERE"

Wasn't until after the three articles by Katharine Ecob, A. R. Magnus, and Karl Zeisler had gone to the printer that a haunting impression of common purpose broke with a clear light through our editorial mist. Each seems to be trying to tell us that communities need to "know where" to go as well as "know how" to stoke the fires of community action.

As a matter of fact, we are missing the boat with mental defectives because individual agencies are running around in circles, says Miss Ecob. Rural counties must organize to meet the same problems of mental ill health and unsocial behavior as their urban sisters, say Mr. Magnus. We finally got lots of community action about delinquency. But where are we? asks Mr. Zeisler.

REVERSE THEORY

For some time *Survey Midmonthly* has held to the unsubstantiated theory that some laymen at least might find its professional authors neither wholly dull nor unintelligible. But if Karl Ziesler, our newspaper editor-author from Monroe, Mich., continues to send us such discerning and entertaining pieces as his two offerings to date, we'll have to adopt the reverse theory—that our professional audience will find the *Midmonthly's* lay authors neither dull nor unprofessional.

CLEMENCY

Sixty-eight percent of the army's military prisoners have been released since October 1945 by the War Department's Advisory Board on Clemency. Interestingly enough, this is just short of the 30 percent of all military prisoners who were convicted of offenses "commonly recognized as crimes in the civil courts."

The median sentence imposed for AWOL has been 3.4 years and for desertion 5 years. The over-all board is now being dissolved but a special board will continue to function in the review of 14,000 men still held in military prisons.

TURNOVER

Turnover of professional personnel in social agencies hasn't improved much since the war's end, according to a study just published by the Cleveland Welfare Federation. Ratio of number of workers leaving to number employed for all agencies was 29 percent in 1944, and 27 percent for the year 1946.

Highest turnover in each year was among medical social workers—52 percent in 1946. Next highest was among private agency caseworkers—35 percent in 1946. For the same year, public welfare showed 22 percent, group-work (private) 22 percent, health (other than hospitals) 25 percent, children's institutions 22 percent. Believe it or not, there was no turnover among probation staffs during the entire period.

VOLUNTARY FERMENT

"Ferment of discussion among the voluntary societies as to how these vast changes will affect them," is reported by Great Britain's National Council of Social Service in commenting on the new projects and program of the present Labor Government. Confidence is expressed, however, that "for some years to come" the area of state action "will be limited"; that voluntary agencies must continue "to break new ground" and "work out new ways of cooperating with statutory bodies."

IRO DEADLINE

Despite the fact that, as we go to press, Congress has not yet authorized the seventy-five million U.S. share of IRO's budget, money "will be made available" to start work on July 1—its operational deadline. However, it is generally understood that Arthur J. Altmeyer, who has been serving as executive secretary of the Preparatory Commission, will return to his FSA post.

WORLD CAMPAIGN

Proposal for a worldwide "one day's pay" campaign to finance from voluntary gifts the International Children's Fund and other UN activities hasn't received much attention in this country. But it isn't dead by any means. Initially suggested by Aake Ording, Norwegian delegate, at the first meeting of the General Assembly, officials at Lake Success are taking it

seriously. So, apparently, is our State Department.

Meanwhile American voluntary foreign relief agencies are engaged in serious negotiations looking to a 1948 federated campaign. It may not happen, but if it does, a combined campaign with UN is a real possibility.

VETERAN FAMILIES

Approximately 32 percent of our population now live in family units headed by a veteran, estimates the Veterans Administration. By 1952, it will be 43 percent, falling off slightly to 41 percent by 1957.

PROBLEM FREQUENCY

Three most frequent problems among families served by St. Paul Family Service are difficulties between husband and wife, 35 percent; emotional instability, 23 percent; financial planning and home management, 20 percent. Data are based on a study of 1,032 cases made in cooperation with the Wilder Foundation.

'TIS—'TAINT

"It would be stretching words only very slightly to contend that, under the guise of romanticism soaked in charity, the student nurse was treated like a slave and the graduate nurse like a freed woman without means," said Professor Eli Ginzburg to 300 alumnae of the Nursing Education Division of Teachers College, Columbia University. . . ." The nursing shortage will be solved when minority groups stop telling the world that nurses are exploited, and training the thousands of young women who want to live a life of service," said John H. Hayes, president of the American Hospital Association, at a meeting of the New York Hospital Association.

"HEAL THYSELF"

Life expectancy at twenty-five among doctors starting their professional careers is a little better than the average for the population, according to a study by the Metropolitan Life Insurance Company; at fifty-five, however, it's a little worse.

NOSTALGIA

Rapid increase of archery enthusiasts, we suggest, may be taken as evidence of undercurrent revulsion against idea of "push button" war. Five hundred and ninety-eight archery ranges are now maintained by community recreation agencies, reports the "Recreation Year Book," published by the National Recreation Association.

STITCH IN TIME

The number of VA neuropsychiatric patients in hospitals has increased from 45,000 in 1945 to 63,000 in 1947 and is expected to reach 105,000 by 1950. But encouraging note is that 25 percent of patients treated in psychiatric clinics are saved from hospitalization.

"NOT HOBBIES"

Most New Jersey state employes earning less than $2,400 a year have to supplement their income by taking jobs in their "leisure" hours, reports Raymond F. Male, director of civil service and personnel. "These are most assuredly not hobbies. They are part time drudgeries that make it possible to make ends meet."

RESEARCH FOR LEGISLATORS

Twenty states now have research councils or committees to advise legislators about policies and new laws in advance of legislative sessions. Most recently established are those in Minnesota, Utah, Washington, Arkansas, and Oklahoma. Minnesota budget is $25,000.

HONORS

To Katharine F. Lenroot, chief of the U. S. Children's Bureau, the Gold Medal of the National Institute of Social Sciences. . . . To Colonel George W. Chesbro, director of the Rochester area office of the New York State Department of Social Welfare, the Degree of Honorary Officer, the Most Excellent Order of the British Empire.

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Public Welfare on Page One

An interim report on this year's state and federal legislation, by DONALD S. HOWARD, Russell Sage Foundation.

Public assistance has recently been hitting page one all over the country. In Washington, D. C., for example, publicity has been concerned with criticisms leveled at the public welfare department and some of its policies, by a congressional subcommittee. Late in the winter the *Baltimore Sun* ran a series of articles charging the mishandling of a number of particular cases, and in New York City the now famous "hotel cases" have resulted in widespread discussion of assistance standards.

This blossoming into headlines has come suddenly, but it was not unexpected. Recent shifts in political power, the conflict of adequate grants with even comparatively high wage levels, the prediction that recession is just around the corner, the disturbing realization that assistance rolls are rising, have all combined to bring public welfare to public attention. These factors have converged about debates regarding appropriations and legislative changes in state public welfare laws during the 1947 sessions of many state legislatures; and in the Congress, upon the proposal to extend the 1946 amendments to the Social Security Act which, without such action, would expire at the end of 1947.

To the extent that current discussions have aired actual abuses or contributed to a better understanding of what public welfare administrators are up against—such as the housing shortage in New York City—the recent publicity will be useful. To the extent that facts have been misrepresented or a small proportion of highly exceptional cases have been publicized, while overlooking the gross inadequacy of assistance to the vast majority of recipients, these discussions have done indefensible damage.

Preview of Trends

This preview of recent legislative and administrative trends is necessarily in the nature of an interim report. More definitive statements of the recent actions of the state legislatures—such as those issued by the federal Social Security Administration—must await fuller knowledge. It is clear, however, that the picture is by no means all black. Widely publicized criticisms and set-backs have obscured the fact that significant gains have been realized. In fact, of fifteen representative state public assistance administrators, who were recently asked whether legislation this year encountered relatively easy or hard sledding, about half replied that the going had been either "about average" or "comparatively easy."

For information upon which this article is based, the writer is deeply indebted to the Bureau of Public Assistance of the Social Security Administration and to state public assistance administrators, whose complete cooperation is gratefully acknowledged.

In each instance, however, the administrator went on to explain that success was due to careful interpretation of the existing needs and difficulties. As one put it, success was due to "close working relations with legislative committees; advance clearance with governor's office and with other interested state departments on our departmental legislative program." Another commented that: "Success was based upon [our] statewide educational program beginning more than three months prior to opening of session in which contacts were made with legislators personally, through press, and meetings."

In other words, transitory evidences do not invalidate the established fact that the war years demonstrated to the American people that relief, health, and welfare services are not the frills and fads they once were alleged to be. Indeed, even those attacking most vigorously certain aspects of public assistance administration, are not questioning its basic essentiality. In New York City, for example, during the recent controversy over "the hotel cases" and "luxury" or "ritz" relief, there was virtually no suggestion that public assistance as such should be dispensed with or that human needs in New York City should go unmet. In this regard, the discussions were as much above those of the early 1930's as the latter were above those of the 1830's. The issue is no longer to prove that public welfare services are not frills. The problem rather is to trim off any frills which might somehow have been tacked on to them and to interpret the real nature of public welfare services.

Appropriations

A number of states have suffered serious cuts in the amounts requested for public assistance during the next biennium. But others, including Connecticut, New York, Florida, and Idaho, got every—or virtually every—penny requested for public assistance. The Maine legislature actually appears to have appropriated for general assistance somewhat more than had been requested!

Even in some states where budget requests were cut, the amount appropriated still greatly exceeded the previous allocations and thus represents a gain over the past year or years. And in several states where appropriations fell below budget requests, it is understood that the public assistance agency is to incur a deficit rather than allow a lowering of present standards.

Even so, public welfare leaders cannot blink the fact that public assistance in a number of states has taken a financial beating. By and large, appropriations for administrative expenses apparently suffered most. For example, in Utah, where the legislature appropriated some 93 percent of what was requested for public assistance, cuts in the administrative budget will require a 35 percent reduction in staff. So drastic were the administrative cuts in Arizona, where the legislature appropriated only 67 percent of the administrative budget but made available 85 percent of the funds requested for special assistance, that the state's program was knocked out of conformity with federal requirements, thus necessitating a special session of the legislature. In Connecticut, where the legislature provided all the funds requested for the special assistance programs, it appropriated only 85 percent of what was asked for administration.

See "New Gains for Public Assistance," by Donald S. Howard, *Survey Midmonthly*, December, 1946.

Among the several public assistance programs, general assistance seems to have fared worst. A number of states, such as Connecticut, North Carolina, Florida, and Idaho, which have done reasonably well in terms of appropriations for special assistance have, in accord with policy of recent years, made practically no provision for general assistance. This is frequently explained by the fact that state legislatures prefer to spend their money so as to bring the largest possible number of federal dollars into the state.

Among the special assistance programs, aid to dependent children appears to be having the worst budget troubles. In Maine, for example, the legislature appropriated approximately 84 percent of the amount requested for old age assistance but only about 60 percent of that asked for aid to dependent children. In an important middle western state, the governor knocked down the assistance agency's request for aid to dependent children by no less than $20,000,000 although appropriations for other assistance measures almost wholly escaped reduction. A courageous appeal directly to the legislature to restore the governor's cut has not yet been finally acted upon. In another midwestern state, where budget requests for old age assistance, aid to the blind, and even for general assistance were approved with virtually no cuts, the amount appropriated for

aid to dependent children was only about half of the total requested.

The special difficulties encountered by ADC are attributable in large part to the fact that allowances for families with several children sometimes exceed average earnings for considerable numbers of workers living in the same communities. While this might be interpreted as good cause for trying to make the wage structure more nearly adequate to family needs—as through the adoption of family or children's allowances—the easier alternative of cutting grants is sometimes resorted to. To widen the difference between grants and prevailing wage levels, one midwestern state recently announced that ADC budgets would be reduced by 5 percent in the case of families of four persons, 10 percent in the case of families of five persons, and another 5 percent for each additional person.

Another recently heard criticism of ADC programs is that the mothers, being of employable age, should somehow find employment. This negates the original intent (often vitiated, it is true, by the need for women workers during the war) of keeping mothers and their children together. Still another criticism being advanced with renewed vigor is that relating to "widowed" mothers who somehow continue to bear children.

Still, the tide is not all running against these ADC programs. In Florida, for example, the state appropriation for this purpose was stepped up from this year's $1,225,000 to no less than $3,465,000 for next year.

Maximum and Minimum Payments

The 1946 amendments to the Social Security Act, passed in the closing hours of the 79th Congress last summer, liberalized the federal government's financial participation in public assistance. The life of the amendments was limited to fifteen months, ending December 31, 1947, because of uncertainty about the equalization formula used and pending further study by the Senate. The amendments raised the maximum grants to which the federal government would contribute, in the categories of old age assistance, aid to the blind, and aid to dependent children. That there have been sound and far-reaching effects of the passage of this legislation may be seen in subsequent state action regarding maximum and minimum assistance payments, and in some movement of the states toward financial equalization.

In September 1946, just before the effective date of the amendments, 96 of the 148 special assistance programs then in effect in the United States had legal or administrative maximum limits upon grants. By the end of 1946, 60 of these 96 maximums had been raised and 3 eliminated.

Legislatures meeting in 1947 have carried this trend still further although, in a few instances, ceilings were established where there had been none before. This was the case, for example, with respect to the ADC program in Delaware which in the past has long ranked very high in terms of size of grants. The new Delaware maximum ranges from $50 for families with one child to $150 as the top limit for any family. Maine not only established maximums ($50 for the first child, $25 for the second, and $20 for each additional child) but also defeated moves to raise by $5 existing maximums on OAA and AB. Utah established legal maximums on all three types of special assistance to replace the previous limits prescribed by administrative action.

Three states this year deleted legislative maximums, Maryland on OAA, Iowa on ADC, and Colorado on AB. In addition, ten states have raised maximums on OAA, seven on AB, and four on ADC.*

While the removal and raising of maximums are regarded as moves in the right direction, these steps alone do not assure to needy persons the assistance they require. A number of states in which assistance standards are lowest are states that have no maximums but where funds are insufficient to provide the assistance needed.

Other Legislative Changes

Legislative changes with respect to residence, for the most part, have been liberalizing in effect. Changes in property and income limitations and those relating to the responsibility of relatives, on the other hand, appear in general to be restrictive in their effect.

From Utah come reports that residence requirements for public assistance have been eliminated from the law. In Maine, the legislature has authorized the state public assistance agency to negotiate agreements with other states for the reduction of residence requirements on a reciprocal basis for all three special assistance programs. Maryland has done likewise with respect to AB and has moved to reduce to one year the residence requirements for ADC when required by the federal Social Security Act. Minnesota and Wyoming reduced from five to one year the residence requirements for aid to the blind.

In contrast to the liberalizing of residence requirements for special assistance, those applying to receipt of general assistance appear, from preliminary reports, to be in for some tightening in a number of states.

Provisions relating to income and property, including lien provisions, have been somewhat relaxed in Vermont, Maryland, North Carolina, and Idaho, but have been made more restrictive

* States raising maximums this year were as follows: On OAA, California, Connecticut, Delaware, Florida, Indiana, Minnesota, North Carolina, Tennessee, Vermont, Wyoming; on AB, California, Delaware, Florida, Illinois, Indiana, Maryland, Tennessee; on ADC, Indiana, Minnesota, South Dakota, Tennessee.

Changes in Average Grants and Numbers of OAA and ADC Recipients

February 1947 over September 1946

REGION	*Old Age Assistance* Average Grant February 1947	% Increase Average Grant	% Increase Recipients	*Aid to Dependent Children* Average Grant February 1947	% Increase Average Grant	% Increase Families
United States	$35.44	10.2%	4.4%	$62.66	13.1%	12.5%
New England						
Connecticut	42.69	0.3	1.2	93.22	(—1.0)	(—1.4)
Maine	33.99	9.1	3.4	91.14	21.7	16.8
Massachusetts	50.56	6.6	3.5	97.01	14.8	5.2
New Hampshire	34.57	3.3	1.1	77.56	3.9	10.9
Rhode Island	37.41	4.8	4.3	74.20	6.8	15.1
Vermont	30.33	23.6	4.8	45.86	26.0	5.6
Middle Atlantic						
New Jersey	40.15	18.0	0.1	73.46	10.7	5.6
New York	47.41	15.1	2.0	103.14	12.6	16.9
Pennsylvania	34.07	8.7	2.3	72.63	9.3	12.4
East North Central						
Illinois	39.10	8.9	1.4	82.69	10.0	7.7
Indiana	28.84	7.4	1.9	39.17	1.5	5.5
Michigan	35.83	4.6	2.5	77.69	12.6	10.5
Ohio	38.69	18.6	1.9	67.69	14.6	7.3
Wisconsin	35.32	10.3	0.9	79.69	14.5	7.0
West North Central						
Iowa	38.50	11.1	(—0.3)	34.83	3.4	9.1
Kansas	34.38	9.3	9.8	70.36	17.7	18.7
Minnesota	36.14	4.5	(—0.3)	55.92	3.0	6.3
Missouri	34.52	17.0	4.2	37.24	27.8	14.5
Nebraska	38.43	12.9	2.5	78.86	5.7	10.6
North Dakota	38.65	7.6	1.2	71.18	14.0	8.8
South Dakota	32.57	17.7	0.8	46.15	4.9	8.9
South Atlantic						
Delaware	20.63	4.9	(—1.4)	90.31	2.3	(—4.7)
D.C.	39.76	3.8	1.8	75.12	2.7	30.6
Florida	36.07	16.1	4.9	35.25	2.3	12.5
Georgia	16.80	24.1	6.7	35.27	25.8	19.3
Maryland	30.50	6.5	1.4	48.89	30.5	15.2
North Carolina	17.58	24.9	8.3	34.46	22.6	10.9
South Carolina	20.40	23.5	9.8	27.07	24.6	9.7
Virginia	17.15	7.9	3.5	37.85	11.2	11.7
West Virginia	19.57	17.0	4.2	38.70	27.8	10.0
East South Central						
Alabama	18.06	(—1.8)	21.0	31.62	10.1	11.7
Kentucky	17.37	44.5	5.6	41.75	42.5	30.6
Mississippi	16.99	1.1	31.0	26.40	0.7	26.3
Tennessee	18.76	14.5	14.2	35.13	19.4	6.1
West South Central						
Arkansas	18.98	10.0	22.0	37.04	29.3	19.0
Louisiana	23.84	3.5	17.5	45.67	9.7	9.3
Oklahoma	42.19	18.1	4.5	45.06	28.5	16.6
Texas	26.63	12.8	2.5	25.83	11.6	17.5
Mountain						
Arizona	49.28	27.0	4.3	51.75	29.4	19.1
Colorado	41.44	(—0.2)	3.4	69.96	10.4	7.7
Idaho	41.79	9.3	2.6	79.47	6.4	12.0
Montana	37.13	13.3	0.3	63.67	16.3	11.1
Nevada	46.62	19.6	(—0.1)	31.09*	(—6.4)	(—4.2)
New Mexico	36.18	15.8	5.9	48.18	31.6	11.0
Utah	45.59	15.9	0.6	101.65	32.3	11.4
Wyoming	48.64	16.4	5.2	84.53	17.5	18.2
Pacific						
California	52.64	10.3	2.2	94.19	2.3	12.4
Oregon	44.42	10.6	2.6	95.97	11.2	13.0
Washington	56.08	4.0	1.8	108.27	9.2	17.6

Source: Calculated from data in *Social Security Bulletin*, April 1947 and November 1946.

* Average grant not calculated by SSB for base of less than 50 families.

in a number of states, including Indiana, Kansas, Utah, Washington, and Oregon. In Utah, liens are now required under certain circumstances. Indiana and Washington, which previously had no lien provisions, have now adopted them. The Washington amendments place upon an applicant for OAA the burden of proof to show that property he might have transferred was not for the purpose of qualifying for aid. Officials in Indiana are reported to estimate that the new lien requirements will reduce current OAA rolls by 30 percent. Although proposals to require liens and to compel counties to file claims against them failed of adoption in Oregon, legislation was enacted to disqualify applicants if, within three years prior to application, they transfer property in order to qualify for OAA.

Reports from Arizona indicate that although no restrictive legislation was enacted, there was an increasing interest in reducing personal property exemptions, placing liens on property, and reducing maximums on grants.

At least three state legislatures—(Maine, Indiana, and Washington)—have moved to emphasize the responsibility of relatives to support their needy kin. The action in Maine requires that all applicants for and recipients of OAA secure from all adult children and spouses residing within the state sworn statements of their inability to support them.

The citizenship requirement for OAA in Vermont has been abolished and Maryland has voted to follow suit when this is required by the federal Social Security Act.

Maryland also repealed its provision which limited the granting of ADC to children living in "suitable" homes. Maine, on the other hand, has just written into law a provision that this type of aid can be granted only to children living in "fit" homes.

From several states it is reported that there was relatively little public assistance legislation this year in view of extensive revisions enacted within the past few years. This was particularly true in New York, where the important Ostertag amendments were enacted in 1946, and also in Wisconsin, which saw far-reaching revisions in 1943 and 1945.

Causes and Effects

The total effect of aroused public opinion and administrative and legislative changes is difficult to appraise. The conflicting elements in opinion, the different lengths of time the changes have been in effect, and the interrelatedness of both to broad social and economic facts, such as rising prices and mounting unemployment, make it difficult to assess the influence of any one factor.

However, the need for congressional action to extend the 1946 amendments naturally raises the question as to the extent to which these amendments have served the purposes of liberalization and equalization. But how can one be sure that gains realized since the amendments were enacted might not have been attained in any event? Or, if there have been actual set-backs to public assistance programs, might these shortcomings have been even more serious if the federal amendments had not come into force?

Symbols by Pictograph Corporation

Without attempting to attribute specific causes to effects, it may be noted that during the five-month period between September 1946—the last month before the 1946 federal amendments came into effect—and February 1947—the latest month for which data are available—the number of OAA recipients in the United States increased by approximately 4.4 percent and average grants by 10.2 percent—to a total of $35.44 a month per recipient. The number of families receiving ADC grants, during the same period, increased by 12.5 and the average monthly grant per family by 13.1 percent, or to a total of $62.66 per family. In the interest of brevity, no mention is made here of changes in the AB program.

OAA Program

Under both of these programs there were wide disparities in the rates of increase among the several states. The five states in which the number of OAA recipients showed the largest proportionate gains were Mississippi, 31 percent; Arkansas, 22 percent; Alabama, 21 percent; Louisiana, 17.5 percent; and Tennessee, 14.2 percent. At the opposite extreme were Delaware, Minnesota, Iowa, and Nevada, with not an increase but a decline in the number of recipients.

OAA average grants, which in the country as a whole increased by approximately 10 percent, showed an increase of 44.5 percent in Kentucky. Increases ranged from 24 to 27 percent in Vermont, Arizona, and the three southern states of Georgia, North Carolina, and South Carolina. Unfortunately, these three states which showed relatively large percentage gains—although their OAA payments reached only $16.80, $17.58, and $20.40, respectively—did not realize anything like the gains shown by their sister states of Mississippi, Arkansas, Alabama, Louisiana, and Tennessee with respect to increases in the number of recipients aided. Conversely, these five states which led the country in the proportionate increase in numbers of OAA recipients did not show anything like commensurate gains in the size of grants. In fact, the average in Alabama in February 1947 was actually 1.8 percent below that for September 1946, although the number of recipients had increased by 21 percent.

These facts suggest that although the 1946 amendments have apparently gone far toward realizing the hopes held for them, they do not provide the degree of financial equalization apparently required to meet assistance needs in many areas.

Apparently, even the increased federal money helped the southern states materially to increase either the number of OAA recipients or the average grant, but not both simultaneously.

ADC Families

The number of families receiving ADC grants (which in the country as a whole showed an increase of some 12.5 percent) increased by 30.6 percent in the District of Columbia and Kentucky, and by 26.3 percent in Mississippi. Other states showing relatively high increases are Georgia 19.3; Arkansas, 19.0; Kansas, 18.7; Texas, 17.5; Wyoming, 18.2; Arizona, 19.1; and Washington, 17.6.

States showing the lowest percentage gains in the number of families granted aid to dependent children were (in addition to Connecticut, Delaware, and Nevada which showed actual declines) Vermont, Massachusetts, New Jersey, and Indiana, all having experienced gains of less than 6 percent.

ADC grants, which throughout the

country increased by 13.1 percent, showed the greatest proportionate increases—ranging from 27 to 42 percent—in Maryland, West Virginia, Kentucky, Missouri, Arkansas, Oklahoma, New Mexico, Arizona, and Utah. Even these gains brought grants in West Virginia, Missouri, and Arkansas to only about $38 per family.

The lowest percentage gains (except in Connecticut and Nevada which, again, showed not a gain but a decline), were those in New Hampshire, Delaware, the District of Columbia, Florida, Mississippi, Indiana, Minnesota, Iowa, and California—all showing increases of less than 4 percent.

Impressive as these gains in assistance grants may appear to be, many of them, unfortunately, are largely offset by recent price rises. The fact that provision for food comprises so large a proportion of the average assistance grant adds special significance to comparisons between changes in food prices and in assistance grants.

Relation to Amendments

Although many of the recent gains in public assistance are attributable to the 1946 federal amendments, it is significant that some states (perhaps in anticipation of the passage of the amendments, however,) made more rapid gains during the five months *before* the 1946 amendments came into effect than they did during the five months *after* they became effective. This was true with respect to increases in the number of either OAA or ADC recipients in Florida, New Mexico, and Texas—to name only a few of the states concerned. Similarly, grants in one or the other of these categories increased more during the five months prior to September 1946 than they did in the ensuing five months, in the District of Columbia, Kentucky, Alabama, Mississippi, Louisiana, and Wyoming, among others.

On the other hand, reports from many states as widely separated as North Carolina, Kentucky, Wisconsin, Idaho, Arizona, and Oregon evidence a direct relationship between the new federal money and the more nearly adequate assistance subsequently given, A number of states also point out that had it not been for the extra federal money, the recent increases in assistance rolls would have resulted in sharp cuts in grants. Other states insist that with assistance rolls still on the increase, any failure of Congress to extend the 1946 amendments would result in drastically curtailed benefits.

Outlook for Federal Legislation

At the present writing it is generally expected that the 1946 amendments, slated to expire at the end of 1947, will probably be extended to June 30, 1950. This would be the effect of H.R. 3818 recently passed by the House and likely to pass the Senate.

Hope for any further constructive public assistance legislation appears dim, although the Senate still seems likely to embark upon the study of social security authorized last year. If this study materializes—and more particularly if it does not—friends of public assistance and public welfare have a large job cut out for them in interpreting to the public and to state and national legislators the need for continuing services even in times of high-level employment. In the opinion of many observers, the ball which friends of public welfare should keep their eye on—and help to advance—is the new version of the Forand Bill (H.R. 3636), introduced in the House by Representative Aime J. Forand (Dem. R.I.) and sponsored in the Senate (S. 1355) by Senator John S. Cooper, (Rep. Ky.).

One inescapable conclusion regarding public assistance gains is that the leadership of the federal government is a most powerful incentive to state action. As already noted, within three months following passage of the 1946 amendments a number of states followed suit, raising or eliminating their own maximums in 63 programs. By far the largest proportion of these actions resulted because state law had previously prescribed that the state maximums were to be changed if the federal limits were modified. More recently, several states have declared that their maximums will be reduced if the federal maximums are lowered, that citizenship, residence, and other requirements will be abolished when this is required by the federal Social Security Act.

Even in Indiana, where the legislature recently approved a widely publicized resolution declaring that "Indiana needs no guardian and intends to have none" and that it is "fed up" with federal aid, subsidies, doles, and paternalism, the legislature about a week later enacted a much less widely announced measure authorizing the state to do whatever was necessary to qualify for new federal aid that might be made available before the next session of the legislature.

These facts emphasize not only the importance of getting the best possible special assistance standards written into federal law but suggest also the need for federal leadership in general assistance if this stepchild of our security program is to become a full-fledged member of the family.

Need for Interpretation

Not only legislative action but also public understanding of public assistance in the years ahead will require the widest possible interpretation of needs, programs, and the principles—such as unrestricted payments, uniform treatment, and adequate aid—which are assumed to underlie good administration.

A number of states which reported that public assistance legislation this year had encountered hard sledding have indicated that their difficulties were at least partially due to such questions and comments as:

"Where is this thing leading us? Public assistance expenditures are going up, up, up. They have got to stop."

"Is there no end to this relief business?"

Questions like these must be answered, and answered in terms that will make available for public welfare services their fair share of available tax resources. Public welfare administrators are in competition not only with those interests which want to reduce public expenditures of every type but also with other public administrators whose services are also dependent upon tax funds. In several states in which appropriations for public assistance were seriously cut this year, state appropriations for education were increased. This shift in tax resources is explained by the wide-scale and effective publicity regarding the inadequacy of teachers' salaries and the unevenness of educational opportunity in the United States.

If public assistance and public welfare services are not to betray the men, women, and children dependent upon them, ways must be found to help the American people really to understand both the need and what is required to meet it.

WANTED—A COMMUNITY PLAN

Everybody's Business—or Nobody's?

KATHARINE G. ECOB of New York's State Charities Aid Association, writes of a neglected and haphazardly served group.

Last month, in Montana, Virginia or Texas, a physician examined a child brought in by an anxious mother. He made notes: Diagnosis—idiot; recommendation—special class. Better informed than many doctors, he was able to tell the mother where to go. She did not have to visit half a dozen agencies before getting the right advice. Instead, she went directly to the office where children are examined for admission to special classes. But someone there was annoyed: "When will doctors learn that we can't take idiots in public schools?" However, they did give the child a good examination, because they knew from experience that doctors, psychologists, and social workers do not always use the same terms to describe the same condition.

Last week, in Ohio, Georgia, Vermont, a crime was committed. Reading the account next day, the average citizen thought, "What an awful thing." It was a relief to come to the last sentence: "Police were instructed to round up all mental defectives in the neighborhood." "About time, too," most of the readers thought.

Perhaps a hundred social workers read the story. Many, no doubt, agreed with the average reader. But the idea that this was a bit unfair passed through the minds of a few who thought that mental defectives were not such a bad lot. One social worker was indignant. She thought someone ought to write to the paper. She did not have time herself, so she let the matter go.

Yesterday, somewhere, a social worker left her office, satisfied. An application for admission of a child to a mental institution had received the finishing touches. She had done her part well, made a number of visits to the home, secured consent of the parents, complied with the state laws.

Today, the application was received by the state school. Tomorrow, it will be referred to a social worker of the school. As soon as she can, considering her many jobs, she will visit the parents to see if the child cannot possibly remain at home.

Miss State School has got to undo the work of Miss Community Agency. The institution can take only urgent cases, and this case is not as urgent as others. The best she can do is to put the child on a long inactive waiting list. But the parents now want to commit their child. The state social worker has got to make them want to keep him at home. He is no better off than before either heard of him.

These hypothetical samples could be multiplied a hundred times in fact. We are fumbling our scanty community and state resources for dealing with mental defectives because many different agencies are working at cross purposes. Coordination in planning must be given priority over everything else, before we can begin to make real progress. Even to serve a simple dinner you must coordinate; start the chicken before you put on the asparagus.

Why do we have no sensible community plan for servicing the mentally defective? Partly, at least, because our services grew up piecemeal.

The Terman scale for measuring intelligence originated in France. Many backward children in the schools called for study. A Dr. Binet devised a series of questions. From these, he developed a scale and his successors improved it. Many other kinds of tests have followed.

Special classes are maintained by many American communities. When the state gives aid they may also be supervised by a State Education Department. But a different department controls the state institutions. Originally, these developed from orphan asylums and almshouses, mostly under county management, supported with county funds. As it was seen that they varied greatly in quality, were expensive, were needed in every district, the state took over the responsibility.

Local, noninstitutional service for the feebleminded usually is given by family agencies. A large share is carried by public welfare departments under city or county auspices and financed with the taxpayers' money. But some is rendered by private agencies supported by private funds. They have to conform only to policies set by their boards, as long as they comply with laws of the state.

In other words, what has been everybody's business, has been nobody's business. It is unlikely that there ever will be a master plan into which all the pieces can be fitted smoothly. But some sections of a plan are in plain sight. To study them and try to act accordingly is a first obligation for everyone with any responsibility toward this group.

Constructive Potentials

If we accept the usual estimate of 2 percent, there are now about 2,800,000 mental defectives in our population. Their outstanding characteristic is social inadequacy—a fact which places responsibility for planning and providing service directly upon the shoulders of social work leaders.

At present, the adjustment potentialities of mental defectives usually are written off with the blanket recommendation: "Routine work under supervision." This is no answer. We know that they differ in personality and aptitudes as much as normal people. In range of intelligence they vary from practically zero to three fourths of normal capacity. Every one of us at some time has been dumfounded by what one mental defective can do. Reports from institutions where they are taught and directed, show this, but many make remarkable showings on their own initiative. As for example:

A boy of seventeen with a mental age of three, who is holding his own in a simple job in a hat factory.

A man of forty-three with a mental age of five, who is supporting himself and mother by work in a laundry.

A woman of thirty-eight with a

This article is based on a paper given by Miss Ecob at a session of the American Association on Mental Deficiency during the National Conference of Social Work in San Francisco in April, 1947. Miss Ecob is executive secretary of the New York State Commission on Mental Hygiene of the State Charities Aid Association.

mental age of six, supporting four illegitimate children by wages earned as cook in a home for the aged.

Of course, there will always be many who can never become self-supporting. But the fact that some do emerge as inoffensive persons with considerable competence points to the probability that more could do so if given guidance at a time when it will count.

It also points to the great need for research—both in personality potentials and in occupation possibilities. In a general way, we know that the sober, industrious, and willing, can get along. But this is also true of college graduates. We find, generally speaking, that when a mental defective does well in the community, some solid person usually is standing by to help him. Most frequently this is one or both of his parents. But we know that about half of the feebleminded have parents who are also feebleminded. And only a few states have done anything at all to develop supportive substitutes, such as working homes or foster family care.

In contrast to the lack of social research, medical science is making progress in determining the causes of mental deficiency. The fact that about one half is due to organic causes, while the other half is inherited has been generally accepted. But we have not known what was inherited. Now medical men are saying that inheritance is affected by biochemical deficiencies, abnormal metabolism of proteins, fats, sugars, vitamins, or minerals. The RH factor is a new contender for attention. Better public health measures which cut down the incidence of infectious and virus diseases which contribute to the problem and new discoveries about causation of hereditary deficiencies should help to reduce the number. Ultimately, this should make it easier to refine and improve our social treatment of those who remain.

Foundation for a Plan

When we speak about the need for doing more for the mentally defective, most people, including social workers, think immediately about our inadequate and overcrowded state institutions. They are inadequate. Most states have long waiting lists—sometimes so long that social agencies have given up trying to get people admitted.

But we know for a fact that less than 10 percent of all mental defectives are in institutions, in all probability less than 5 percent. The rest are in our local communities. Even if we had all the institution beds that are needed, the vast majority would still be in the community because they do not require institution care. Our basic plan, therefore, must be a community plan.

Everywhere, however, the first essential to such a plan is missing. Communities do not know how many mental defectives are in their midst. They do not know who they are or where they live. Some cases do come to public attention—in the schools, the courts, through commitments to state institutions. But we know that they do not "stay put," and the community has no mechanism for keeping track of them. Children who leave school graduate to nothing. Those in institutions, discharged back to the community, disappear.

For the country as a whole, we know that about 8 percent of our mental defectives are under five years of age. Most of them are in their own homes and very few are yet known to social agencies.

About 17 percent are between five and fourteen years of age. Most of these are in school and many of them, especially in the larger cities, are in special classes. Social agencies could do more for these if there were better cooperation between the school and agency authorities. Nine percent are from fifteen to nineteen. These have left school or will soon leave.

Forty-five percent are between twenty and forty-nine; 19 percent between fifty and seventy-five, and 2 percent are over seventy-five. Social agencies know these only when something happens—when relief is needed, or some other rather serious trouble occurs. We lock the barn after the horse is stolen.

Drawn for *Survey Midmonthly* by Elizabeth Tazelaar.

The time at which the child leaves school is the crucial point for referral to social agencies for follow-up service. While he is in school, the mental defective probably gets better all around care than he ever will again. But in ten years he is through school. At present he becomes known again only if he breaks the law, becomes dependent, or wears his family out.

A study of 600 children five years after leaving special classes shows that few had had any help at all in finding work. The majority had drifted into personal service jobs in garages, laundries, industries, and farms. Some, though orderly and self-supporting themselves, were in occupations hardly safe for others. A large number were driving trucks.

Selective referral of children who appear likely to need help from community agencies, would provide a sound practical foundation for the development of a coordinated plan.

Functional Responsibility

Who should take responsibility for what? Any plan for referral will bog down without some fundamental agreements. At present, for example, a great confusion exists over the type of case which should be dealt with by the state institution. The state schools are following one plan. Community agencies follow not one, but many plans. The average stay in the institution is only a few years. Mental defectives come in from the local community and go back to it with little or no joint planning between the institution and the local service agencies.

The American Association on Mental Deficiency has defined three types of defective children who should be sent to a state school:

1. The antisocial. These include not only those who are delinquent, but also those who are such a burden at home as to endanger the health of the mother or cause neglect of normal children.

2. Those who need a period of training and who live in areas where no suitable facilities are provided.

3. Those with no homes, for whom no homes can be found.

It must be admitted that few local agencies would now agree to a "master plan" which included such a definition of state institutional responsibility. For it rests on an acceptance of the fact that nearly all of our feebleminded are

now in the community, and always will be. It means facing the necessity of providing much more adequate local service instead of pushing the whole problem aside as someone else's job. On the other hand, if it is clearly understood that the state institution should care for the most troublesome cases, this would leave the community agencies free to concentrate their program on those with greater capacity to fit into community life.

Most local agencies are already overburdened, they need additional personnel. But this difficulty while real, need not be considered final. There is no public opposition to doing something for mental defectives—only indifference and lack of understanding of the problem.

There is much that local agencies can do once they accept responsibility for part of a systematic community plan. They can save worried parents from going from one agency to another in the hopeless quest for someone who can make their child bright. In so doing they will save time in their own offices, now spent in giving information which some other agency did not have.

They can help parents plan for younger children—tell them where to have the child examined, give them confidence in the results of the tests. They can help the parents prepare him for school and for later community life, help them make their own emotional adjustments to the fact that their child is handicapped. They can assist later in finding opportunities for suitable work and in making the necessary employment arrangements. They can develop substitute "parent strength" for those whose own parents are defective or incompetent.

A community plan must also take account of present gaps in service. The borderline group of defectives is a case in point. This is a "No Man's Land" in most communities with no agencies accepting responsibility for a group with maximum potentialities. Lack of diagnostic facilities in the federal courts is another. A sample case is the man with mental age of three who was found guilty of violating the Selective Service law. He was sent to the nearest federal prison. Needless to say, he had no conception of the war.

Barriers now exist between different groups of workers—public and private, city, county, state, and national. There are still jealousies between professional groups—social workers, psychiatrists, psychologists. But such differences should sink into their proper place if the objective of a community plan is kept in view: the mental defective who needs help and is not getting it.

Interpretation

Mental defectives have a bad press. They are a minority against whom there is great prejudice. Those who work with them do not fear them, but the public does. They do not make good copy unless they break the law. The public hears only half the story and it is the worst half.

Social work interpretation so far has been ineffective in getting this story across. The language we use in speaking and writing is hardly understandable to laymen. We speak to small groups without directing attention to action. Our writing appears in journals read by social workers only. We have failed, except for a few tries, to take advantage of the popular magazines, the radio, press, and films.

But legislators who make appropriations are citizens. Employers who offer jobs live in some community. They may be intelligent but they are not psychic. Any community plan must include a program of interpretation which anyone can understand.

We do not need to wait for a beautiful blueprint before we begin to plan. One social worker, in one agency, in one community, no matter how rich or poor, can provide the yeast to ferment better planning for the mental defectives of her town.

She can begin in her own organization and try to direct thinking and action according to plan and not according to pressure. She can be consistent in selecting cases for attention. She can defer working on those who are doing pretty well, in order to have time for others who seem headed for trouble. She translates into action her belief that stable personality means more than low I.Q. She knows social workers in other agencies and confers with them. What she says and what they say brings them nearer to harmonious planning.

Her city or town lies in one of several counties served by one state school. She can meet a social worker from that school and agree about the types of cases that will be selected for admission. Possibly she can offer some help to those about to be discharged. The state worker probably would appreciate an invitation to speak to a local group. The superintendent surely would be glad to invite social workers sending patients to his institution, to come to his school and study it.

Our social worker may belong to a church or woman's club or to other groups in the community. In each of these she can contribute her special knowledge of mental defectives, stimulate interest, and give a point of view. Her minister is sometimes consulted by parents of a defective child. She can assist by telling him what the resources are, and which is the most suitable for this particular child. Her minister is intelligent, but she does not expect him to know all the answers.

Occasionally she has to take a child to court. She will see that her reports contain facts, and not opinions, recommendations, or hear-say evidence. She would not like it herself if a policeman brought her into court and said, "Her car is said to have been parked three hours." She can make herself liked and respected in the court, so that she and all other social workers have more weight in the decisions. Of course, she will not undertake to tell the judge how to dispose of cases. But she can invite him to address a meeting of social workers to tell them what the court expects. Or invite him to preside at a meeting of social workers, where they discuss their views, and indirectly influence his.

There are schools and health units in her community. Can she tie them closer with welfare services and give them a better understanding?

The social worker herself could not get on the program of the County Medical Society. But she knows local doctors and can get one of them to suggest to the program committee that care of mental defectives is a fascinating subject. Of course, by the time they agree, she will be ready with a speaker who will give them the right point of view.

Our social worker knows she is not going to reform the world, but she does her bit toward making the services near her click. No one requires her to do more than fill the bill in her own agency, but she voluntarily accepts responsibility for sharing in a larger task.

ONE OF NAPOLEON'S FAVORITE SAYings was: "I undertake and then I see." If we undertake a more complete, wiser, better coordinated program, we are going to see a hundred ways of bringing it about. The road is rough and up-hill. But as we climb a mountain we get a wider view.

Gedge Harmon

Spotlight on Rural Needs

The rural county, too, needs a network of mental health services, says A. R. MANGUS of Ohio State University's faculty.

Miami County, Ohio, is a typically prosperous midwest rural county, similar in many respects to scores of counties in the great corn belt. The Miami River runs through it on its way to the Ohio, and most of its fifty-odd thousand people live on farms and in small towns. Troy and Piqua are the two largest cities—9,697 and 16,049 each. The stresses and strains of modern urban life, about which nowadays we read so much, seem remote from its green hills and fertile fields.

Yet, a study begun in April 1946 and now concluded shows that:

Approximately 10 percent of Miami County's men of military age were disqualified for military service during the war because of personality disorders and character defects.

One man in each 100 was rejected because of mental and educational difficuties, and one man in each 200 because of epilepsy.

During a six-year period, 1,168 children were referred to the juvenile court. In the peak year—1943—nearly 4 percent of all chidren of juvenile court age were so referred.

During the same period, 207 persons were committed to state institutions because of instanity, mental deficiency, or epilepsy. At current rates, it is estimated that one in 25 persons in the population at some time in his life will be committed to a state hospital for the mentally ill.

One in 5 children in the third and sixth grades of all public schools is judged poorly adjusted, on the basis of personality tests and ratings.

Fifteen hundred divorce suits were filed in the years 1940-1945, and nearly 1,000 marriages actually dissolved.

This picture of the spread and intensity of mental disturbance and social unadjustment in such a typically rural area comes from a study made under the auspices of the State Department of Welfare, the Ohio Agricultural Experiment Station, and the State University Department of Rural Economics and Rural Sociology. The research staff was assisted by a professional advisory committee drawn from the fields of psychiatry, sociology, psychology, education, and social work. Local sponsorship was given by the Troy and Miami County Public Health Department, and the County Mental Hygiene Association, while schools, the courts, churches, service clubs, fraternal organizations, and many other public and private agencies enthusiastically cooperated in the project.

The facts speak loudly enough for themselves. They show that mental ill health and social maladjustment are no less a rural than an urban problem. They show that services are needed in Miami County to cope with these problems, no less than in her sister cities. Social planning and community organization to meet these problems are just as badly needed.

School Age Focus

One phase of the study throws revealing light on the point where planning can be focused most constructively. Children in their grade school years show tendencies toward retardation, antisocial behavior, frustrations and conflicts which lead back to deeper causes of trouble in their family life and social environment. When these tendencies manifest themselves, appropriate service could do much to avoid more serious difficulties later on.

For example, a special study of the children in the third and sixth grades of all city, village, and county schools showed that 12 percent—about one in eight—were age misfits in their respective classes. That is, they were one or more years older than the average child in their classes; there were children who had repeated one or more grades in school and as a result were generally cast in the role of failure by family, school authorities, and classmates. Boys were worse off than girls in this respect—one in six of the former was an age misfit, only one in thirteen of the latter.

Personality tests showed that these retarded children generally were emotionally disturbed and socially maladjusted. As a whole they were notably lacking in self-confidence, self-esteem, and a sense of personal worth. Teachers rated the majority of them in the lowest 20 percent of their classes as far as personality adjustment was concerned, and a composite index rated 51 percent as below average in this respect. Not a single one showed superior personality adjustment.

Only 3 or 4 percent of this over age group, however, could be classified as true mental defectives. Many were dull and borderline children, while 42 percent were definitely of normal intelligence with I.Q.'s of 90 and above. Facts such as these suggest that inability on the part of children to learn at the normal rate may itself be a cause of mental disturbance and unsocial behavior.

But they also emphasize the great opportunity which the schools afford, in recognizing and identifying mental hygiene and behavior problems in their incipiency. For this backlog of slow-learning children furnishes a fertile source of delinquency and other trou-

bles which later become the concern of law enforcement authorities, our institutions, the divorce courts. These disturbances often originate in unsatisfactory home conditions and the schools themselves frequently intensify the problems by failure to understand or meet the special needs of these handicapped children.

Evidence from the juvenile Court further confirms this point. Juvenile offenders were generally from this same group which had not gotten along well in school. Indeed, of those who came before the court in 1944, only 63 percent were in school at all. The other 37 percent had left school on working certificates or for other reasons. Many of those still in school were outstandingly retarded and were finding little or no real satisfaction in their school work.

And only one had finished high school, and although the median age was sixteen, the seventh grade was the median for educational accomplishment. Also, these juvenile offenders, retarded in school, were particularly prone to sex offenses, truancy, running away, and to charges of being ungovernable.

Coordination Needed

Offenses against the law, retardation in school, mental disturbances, divorce, frequently are but symptoms of frustrated needs for security and self-confidence. Punishment, or giving "another chance" may be equally ineffective treatment for either child or adult. The child is apt to need expert help in working out his conflicts and meeting the threat to his security or self esteem.

Thus the police officers of the county, like their urban counterparts, need help in securing information on which to make a sound decision regarding a juvenile offender. Without it, they can only guess whether to dismiss him with a warning, report him to the school authorities, refer him to a social agency or send him to the juvenile court.

The County Juvenile Court soundly believes that the welfare of the community is best served by studying each child and treating him according to his personal and social needs. But the court needs to enrich its own services by cooperating with other agencies providing psychiatric, psychological, casework or recreation services. At the same time, the court and other law enforcement agencies can assist social agencies in over-all treatment plans, by the constructive use of their authority.

In other words, this study in a typical rural county showed the same need for planning and coordination that similar studies have shown in urban areas.

Its social service resources were somewhat differently organized, and geographically the county is much larger than any ordinary city, but the fundamental problem is the same. The schools, social agencies, law enforcement agencies, churches, and other groups need to plan together for a unified and consistent approach to the prevention and treatment of mental and social ill health.

Under the guidance of the Miami County Mental Hygiene Association a program of public education and social action to meet mental hygiene needs is being launched. It is hoped that this program will point up ways by which a rural and semi-rural area can mobilize services for the treatment and prevention of mental illnesses and for the promotion of mental health.

ONE OUT OF EVERY 22 SPENDS PART OF HIS LIFE IN MENTAL HOSPITAL

This illustration reproduced courtesy of Public Affairs Committee, Inc., New York City. Pamphlet No. 120, "Toward Mental Health," by George Thorman

Yeast and Ferment in Our Town

Trial and error in organizing for prevention of delinquency, described by KARL F. ZEISLER, Monroe (Mich.) newspaperman.

It seemed so absurdly unnecessary. So after I had put a No. 2 head on the story—

Nine Youngsters
Held in Theft Ring

—slugged it for page one, and read it over when the paper came off the press, I wrote to half a dozen people in town I knew would be concerned, enclosed the clippings and suggested we meet Monday. This was a decade or so ago, to give this story its proper setting at the outset.

All but one came. All who came agreed that deficiencies in our community, in the schools, the police, the courts, and the very moral climate of the populace, were to blame. All had constructive suggestions. The next day, two of us went to the state university to find out what to do from a sociology professor who was leading a one-man state campaign against delinquency. He was tickled to see us, and in rapid-fire order reeled off what other towns in the state were doing to lick delinquency. We went home radioactive with ideas.

We relayed them to the group, which now professionally called itself a steering committee. Instead of attempting itself to undertake any specific project, such as a Big Brother Movement, a Beerless Beer Garden for Youth, a Boys' Club, or a Coordinating Council—all sure-fire delinquency remedies, as we got it—the committee decided the thing to do first was to arouse the community to action. Various organizations could then tackle these specific assignments.

That arousing took some hard work. One member set about getting the evidence—spot maps of delinquency cases, movies of slum housing and kids playing on railroad tracks, even a map showing outdoor privies in the high risk area.

Others worked on the luncheon clubs till they agreed to sponsor a joint community meeting. One lined up the

best inspirational speaker in town and loaded him with ammunition. Another made a list of all the activities any club could tackle to throttle juvenile misbehavior. All of us pitched in and sold enough tickets to fill the hotel dining room.

After the meeting was over, we waited for the big upsurge of popular backing that would set clubs and agencies to work on delinquency prevention. All that happened was an angry speech at the next city commission meeting by the member from the high risk area. Evidently the Chick Sales spot map had touched a tender spot. He gave a stirring defense of his neighborhood, its housing, its well-behaved kids, and tore into the steering committee for having maligned the people of the precinct and held them up to ridicule.

Again from Scratch

Discouraged but not defeated, we started over. This time the idea was to let the community leaders—including those from across the tracks—discover for themselves how bad delinquency really was and some of the sovereign remedies for it. We organized a Delinquency Prevention Council. We put on it over a hundred hand-picked members from every organization, lodge, church, and official body. We hand-picked a community leader for chairman and gave him a complete agenda for its first meeting. We invited the sociology professor as speaker. We spotted innocent members in the audience to make and second every required motion, nominate every officer, move that the nominations be closed and that the secretary be instructed, and so on.

We were surprised at the fine attendance, pleased with the professor's down-to-earth talk, amazed at the smoothness with which the officers of the council were elected, and sat back to wait for the results. This time absolutely nothing happened. No meetings were called, no committees set to work, no action started, no anything. I was delegated to approach the chairman.

"Well, we're organized, aren't we?" he asked, a little hurt. "What *more* are we supposed to do?"

I suggested he sit in regularly on the weekly meetings of the steering committee. Apparently we had to start educating the leaders before the leaders could start educating the council before the members could start educating the clubs and groups they represented.

About this time one of the state's metropolitan papers, appalled as I had been by the stories of youthful crime its reporters dug up, called a state meeting to discuss delinquency. The steering committee rounded up the juvenile judge, some school men and a preacher or two and literally drove them to the session. The speakers hammered hard on the horrors of delinquency, urged communities to organize to attack it but were just as weak as we had been on concrete do-suggestions. A resolution was finally adopted urging some legislation our friend the professor had drafted for a traveling child guidance clinic. We went home feeling let down.

Official Stone Walls

Meanwhile, I found a teacher who had worked in a YMCA and boys' camps and who desperately needed a summer job. He readily agreed to tackle delinquency if we could get him appointed county welfare agent, a job held then by a retired farmer. The teacher went to see the judge, who agreed to cooperate. But he declined to ask the governor to make the appointment—too many political ties with the retired farmer. So with a Democratic friend we journeyed to the capital. The governor listened sympathetically to our delinquency problem and volunteered to make the appointment. We went home elated.

The next step, we figured, would be easy. The schools had griped for years that the cops would pick up kids and get them into court and committed before the schools even learned why they were absent. We now had this problem licked—a teacher appointed county agent, with direct, official contacts with the court and the police. The Democrat and I told our story jubilantly to the school superintendent and suggested he take the final step of appointing the teacher attendance officer or at least give him some of the truancy authority. This would tie up all these contacts in a neat package.

"Why," he hedged, "our attendance officer is getting along all right; I see no reason to make a change."

"Possibly," I replied, "but here's the opportunity to coordinate in one man, one of your staff, experienced in handling kids, the efforts of the schools, the courts, and the police on all delinquency cases."

"If this teacher should accept the position you mention, it would be a political appointment, wouldn't it?"

"Well, it's already been made by the governor, if that's what you mean."

"I'm afraid the schools couldn't have anything to do with it if it's political," said the superintendent, and that was that.

We tried another tack. We called the chief of police into one of the steering committee meetings, laid before him actual cases illustrating how, by lack of contact between the police and the schools, the kids were getting away with murder. We asked him if he couldn't work out some method of having his men get in touch with the principals when they caught a miscreant.

"Why, that ain't necessary," he replied. "All my men got orders to call the schools. Besides, there ain't much juvenile delinquency in town—just a few kids cause all the trouble, and we got our eye on them."

Our teacher spent a bootless summer as county agent and went back to teaching. Even the judge hadn't called him in on a single juvenile case all summer, despite his promise to cooperate, nor carried out a single recommendation for disposition of a case. The retired farmer was already back on the job.

We were about ready to give up, having gone full circle around officialdom and got nowhere, when the council of a sudden came to life. The chairman had faithfully attended the steering committee meetings, rapidly got a picture of the situation as we discussed it, and groaned with us as we ran into one official stone wall after another. He saw what we were up against—first, resentment stirred up when we put the finger on any one part of town as a source of delinquency; next, the resentment of all the officials at any outsiders interesting themselves in their particular field; third, the constant official denial that there was a delinquency problem (to have admitted there was, in the face of public indifference, would have been a confession of incompetence in their job); and fourth, public indifference itself.

Manna from WPA

The chairman got busy, in his own way. He induced the luncheon clubs to schedule speakers on delinquency. He called several meetings of the council to hear such speakers. He put committees to work on surveys. And he served as a recognized community spokesman for the steering committee and the council in calling delinquency problems and community deficiencies to

public attention, in speeches of his own and in statements for the paper.

Then we had a temporary Godsend. WPA was in its glory, and our county got a WPA recreation program; the district director happened to be a county man, knew of the steering committee's work, consulted it and gave us the maximum in supervision, personnel, and cooperation. With his aid and some luncheon club donations, a Boys' Club was opened in a $15 a month empty store building—the first public recreation program across the tracks. And the city commissioner from that precinct who had raised such a stink was made chairman of the club's board of directors.

The rest of the story can be told briefly. Thanks to the council chairman, delinquency became a polite subject for all the ladies' club meetings and even a few ministers mentioned it in their sermons. And over the course of years, with the council organization undergoing various changes but keeping the issue before the public, a succession of things happened in the community which stemmed from the simple process of dragging this problem out in the open and getting it constantly talked about.

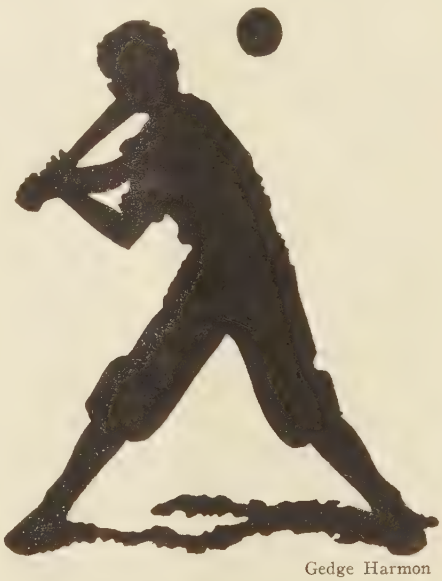
Action on All Fronts

Even before the WPA folded, that same city commissioner from across the tracks had persuaded the commission to establish a permanent city recreation program, in conjunction with the schools. One of the service clubs, prodded by a member on the council, turned newsboys annually in order to sell Christmas papers and finance tonsilectomies and spectacles for indigent school kids. Another service club forced the schools into establishing orthopedic facilities. A third launched a Christmas toy repair project. A church built a playground for its parochial school.

The state became interested in what the community was stirring up and sent in a trained children's worker, whose services the judge spurned but who managed to find plenty to do without court sanction. A women's club put through a curfew ordinance that made the parents punishable.

Eventually a revitalized community chest, organized with wide community representation, took over the needling functions of the Delinquency Prevention Council and its steering committee. And its first needling effort produced a permanent child guidance committee appointed by the mayor and having official status. Thus the process of keeping the problem before the public went on, but now with official backing and cooperation.

One of the most constructive jobs was done through the public school across the tracks, whose principal was an original member of the steering committee. It organized parents for adult education, formed citizenship classes for the large population of foreign born, put on a program of after school activities for its pupils, and stimulated community neighborliness in the high risk area. It helped organize a community center. And eventually, the



Gedge Harmon

public schools engaged a visiting teacher, replaced the attendance officer with a trained man, and joined in a tri-county children's clinic. A council of social agencies struggled into being.

The chief of police hired a policewoman to enforce the curfew, and found her so effective he hired another. One of the encouraging results of getting delinquency talked about was that the youngsters themselves awoke to their needs and demanded and got a youth center. And our last trip to the state capital—there had been many since that first one—this time with a Republican friend, secured the appointment by the governor of a new juvenile judge.

So What?

For some reason I could never quite fathom, other than curiosity, I kept contact with this local effort over the years. I suppose I wanted to see if anything would ever come of all the hard work, the constant battle against official opposition and public indifference.

Now, after more than a decade, if anyone asked me I couldn't give a straight yes or no answer. I am inclined to think some progress has been made, but hardly commensurate with the effort. Those nine kids who got into a headline stirred up more trouble than they could ever know.

The community attained more than statewide fame for its expenditure of energy and local ingenuity. The National Recreation Association, the mental hygienists, the family welfare people and several other national agencies, as well as numbers of metropolitan social work councils came in to study and report on it. So did other groups, including the distillers who were promoting a youth program to keep kids out of saloons. Sociology students gathered thesis material and newsmen wrote columns on the town in the state papers.

FAME IN THE FIELD OF SOCIAL WORK, I discovered, does not necessarily follow success; the field gives perhaps over-much credit for trying. Kids still run wild, at times, in the community, as they did after a recent high school football game, and youthful gangs of parked-car pilferers often get into the headlines.

And there is still inadequate coordination of effort in handling and treating dependent, delinquent, and neglected children, especially pre-delinquents. Cops still lecture miscreants and let them go. The new, alert judge still has no place to send kids not quite bad enough for reform school but too tough for foster homes.

On the other hand, in large part, both the community and officialdom now admit that delinquency *does* exist, and both are doing something, if not all they could, about it. And, gradually, trained personnel is being employed by the agencies dealing with children and youth. Because the community is awake, it is easier now to get official action, whether for a new detention home or increased funds for foster home care. But the battle must go on, for new officials have to be educated, and ultraconservatives still try to bat down efforts to raise the standards in the juvenile courts at the state level, or expand the youth center, provide new playgrounds, or finance a needed family service agency at the local level. I suppose eternal vigilance is the price of civic virtue. But it would be nice to know if we really are preventing delinquency.

HERE IN WASHINGTON

THE FULBRIGHT BILL (S. 140) creating a Department of Health, Education, and Security is on the Senate calendar and may come up before the recess if its sponsor can find an opening.

The bill reported by the Senate Committee on Expenditures in Executive Departments is in its essence the Fulbright bill rather than the Aiken bill. However, it has been shorn of certain features found objectionable by proponents of the shorter measure, for example, the provision requiring the three Under Secretaries (Health, Education, and Public Welfare) to be professionals in their respective fields.

The department created by the Fulbright bill would be made up of three bureaus: Bureau of Public Health, including the present U. S. Public Health Service, the Food and Drug Administration, Freedman's Hospital and St. Elizabeth's Hospital; Bureau Education, the present U. S. Office of Education; Bureau of Public Welfare, the present Social Security Administration.

The Director of the Budget is authorized to make a study of the activities of other departments and agencies of the federal government with the idea that some of those might be transferred to the new department. The study, if the bill passes this session, is to be completed by December 31, 1947.

If Senator Fulbright is lucky enough —and it will mean luck—to get his bill through the Senate, it is doubtful whether the House will have time to act. The House Committee on Expenditures has a similar measure (H.R. 573), sponsored by Representative Oren Harris (Dem. Ark.) but to date it has taken no action on it. If the Senate bill goes through, the Harris bill could be reported out without hearings. The sponsor is understood to be favorable to such a step.

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HEARINGS BEFORE THE JOINT Congressional Economic Committee opened June 24. Any action taken by the committee and Congress to head off the generally anticipated "recession" will have to be taken before the recess which does not leave the "Hill" much time to avert disaster.

Kibitzing on the hearings will be a couple of Senators who have warned the chairman, Senator Robert A. Taft, that if the committee does not take up the matter of high prices they, personally, intend to do something about the matter. They are Senators Raymond Baldwin (Rep. Conn.) and Scott Lucas (Dem. Ill.). Senator Baldwin is sponsoring a resolution (which Senator Lucas supports) creating a special investigating committee with authority to sit during the recess, to look into the present high cost of living and see where the profits are going.

The hearings are scheduled to run through July 18 with about twenty-five witnesses listed to appear. The National Association of Manufacturers will be heard, the Chamber of Commerce, the AFL, the Farm Bureau, the CIO, the Grange, CED, small business, and so on. Most of these groups already have been heard elsewhere on the subject of what ails the economic system of the USA or what doesn't ail it.

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THE SOCIAL SECURITY EXPANsion bill introduced by Senator John S. Cooper (Rep. Ky.) and Representative Aime J. Forand (Dem. R. I.) is the American Public Welfare Association measure. It went into the Senate and House hoppers on May 27 and the APWA is beaming over the caliber of its sponsors. Senator Cooper is a newcomer on the Hill but has already shown that he has both courage and integrity. In addition, his sponsorship of the APWA bill indicates a social awareness unfortunately all too rare in the present Congress. Representative Forand has been in Congress since 1936 and his record as one of the outstanding liberals in those halls is well established.

The APWA is optimistic over the bill's chances before the present Congress makes way for its successor. Next year, the association thinks, will be a good year for social welfare measures. Considering the fact that it is election year and the Eightieth Congress will be anxious to demonstrate its interest in the public welfare for obvious reasons, the APWA may be right. As a betting risk, however, the odds are against it, judging from the pattern already set. As any good handicapper would tell you, past performance must always be considered in figuring odds.

The bills (S. 1355 and H.R. 3636) differ from their predecessors mainly in form. The objectives are the same.

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THE HOUSE-APPROVED BILL TO appropriate $5,000 to help pay the expenses of the world convention of the Women's Christian Temperance Union was blocked in the Senate by the single vote of Senator J. Howard McGrath (Dem. R. I.).

Senator Arthur Capper (Rep. Kan.) asked approval of the bill under procedures requiring unanimous consent.

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A TWO-YEAR FREEZE OF THE Social Security tax on wages and payroll has been approved by the House and the bill (H.R. 3818) is now before the Senate Finance Committee. The Senate committee has taken no action on the measure and unless it does the levy automatically advances to 2.5 percent next year. Chances are, however, that the committee will send the bill to the floor before the recess, If so, it will be approved.

The House bill outlines a formula for further increases. Under its provisions the tax would go to 1.5 percent on January 1, 1950, and continue at that rate through 1956 when it would become 2 percent.

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THE PATMAN RESOLUTION CALLing for release of the booklet, "Fascism in Action," has been reported by the House Administration Committee in chilly silence or, in the congressional phrase, "without comment." The usual effect of such a report is to allow a single member to block consideration on the floor. That vote, if the resolution comes up, will not be lacking.

Those who have read the report find it hard to understand the opposition to its release. They declare it is not sensational, merely a documentary study of the growth of fascism in Europe. Representative Patman wrote the introduction.

Russell Schneider

THE COUNTRY OVER

Among the States: Health

Public Health—New legislation in New Jersey provides for the reorganization of the State Health Department. According to the New Jersey Welfare Council, which has been studying health administration in the state for the past five years, the measure "provides an administrative framework within which a modern complete public health program may be carried out."

Features of the new law include a state commissioner of health to be appointed by the governor with the consent of the Senate; an advisory public health council, similarly appointed, which will represent the interest of the general public; a sanitary code with the effect of law, which the council will develop; the establishment of a program of reorganized local public health activities; and permission to establish needed state health districts.

In West Virginia, new legislation has been passed which permits cities and counties to merge their health departments into one city-county health unit serving the whole county.

Similar legislation in Indiana authorizes the setting up of county, city-county, or multiple county health units. This legislature defeated a bill which would have provided state financial aid to local government units for the establishment and maintenance of full time health departments. The bill, which had the support of the State Board of Health, farm organizations, and the State Parent-Teachers Association Congress, will be reintroduced in the 1949 session, according to the June *American Journal of Public Health.*

The Indiana session also appropriated nearly $2,000,000 for a new state health building to be a unit of the University of Indiana Medical Center at Indianapolis.

A new law in New York provides state aid to counties and cities of over 50,000 population for health services for school children, regardless of whether they attend public or private schools.

In Minnesota, a new law provides for financial aid ($1,500) to counties employing a public health nurse. Credit for the successful passage of this bill, which had been introduced at every session since 1938, is due to the fine educational work of the legislative committee of the Minnesota Organization for Public Health Nursing, according to the May *Public Health Nursing.*

Cancer—The California legislature has appropriated $250,000 for research on the origin, prevention, and cure of cancer. The work is to be done by the University of California. A new South Carolina law provides for the establishment of a state cancer clinic.

Rheumatic Fever—The California legislature by resolution has authorized the director of the State Department of Health to investigate the problem of rheumatic fever and heart disease among the state's children. The study will cover the need for diagnostic treatement and also hospital and convalescent care, including occupational therapy, medical social services, and related school health programs, the costs of such care, and the facilities needed.

A bill introduced in the New York legislature calling for a temporary state commission to study the causes and effects of rheumatic fever, failed to pass.

Tuberculosis—The Tennessee legislature has appropriated $2,000,000 to advance its building program for the care of the tuberculous. It has also made $250,000 available annually to assist counties in the hospitalization of tuberculosis patients, the bulk of the money to be used to provide hospital care for those patients not suited for admission to surgical hospitals.

New legislation in Wisconsin provides free care for all tuberculosis patients who have legal settlement in the state. Patients without legal settlement will be required to pay if they are able. The bill was drafted by the State Board of Health and the Wisconsin Anti-Tuberculosis Association. Four other states—Illinois, Arkansas, Oklahoma, and New York—are already providing similar free care.

In West Virginia, tuberculosis is now reportable.

Social Hygiene—New legislation in Kansas, Montana, and Delaware adds these states to the growing number which require a test for syphilis as a prerequisite to a marriage license. In Arkansas, an attending physician is now required to arrange for a syphilis test in all pregnancy cases. A new Colorado law forbids anyone except a licensed physician to treat a venereal disease, and also forbids the sale of medicine for its treatment except on a doctor's prescription.

Blind—A new Florida law authorizes people to donate their eyes by will to a public hospital for eyesight restoration purposes, and authorizes hospitals to set up eyebanks.

Blindness is now reportable in Delaware.

New Indiana legislation sets up a state agency, the Board of Industrial Aid and Vocational Rehabilitation for the Blind, to provide general and rehabilitation services, aside from public assistance, for this handicapped group.

Vaccination—A new law in Maine authorizes the local health officer to provide free vaccination for everyone annually. He is also empowered to arrange for free inoculation against diphtheria and whooping cough for all children under twelve.

Group Practice—In New York, new legislation permits doctors to practice in partnerships or in groups, and to pool their fees. Another measure permits non-profit medical indemnity or hospital service corporations to employ or contract with doctors to treat insured members.

A bill, whose provisions would have permitted doctors to practice under a business or other assumed name, was vetoed.

All three measures had the support of The Health Insurance Plan of Greater New York (see *Survey Midmonthly,* October 1946, page 266) and

of Mayor William O'Dwyer of New York City. According to a memorandum written in support of the group medical practice measure by Dr. Dean Clark, medical director of HIP, the law "will do much to promote the development of group medical practice which is so essential to the practice of modern medicine."

Education

The absence of a responsible body to hear community grievances and disputes is a factor contributing to racial and group tensions. This is one of the major findings in a report by the Advisory Committee on Human Relations to New York City Superintendent of Schools. Dean William F. Russell of Teachers College, Columbia University, is chairman of the committee.

The committee points to the success of an experimental school-community plan in the Bushwick section of Brooklyn. There a committee of fifteen, composed of school personnel, parents, and others, holds monthly sessions to hear "violations of good public relations."

The report also describes a human relations program that was tried out in three schools, each located in a "friction area." The program was so successful that it was extended to four more elementary schools and a high school. The report comments: "The three original projects have demonstrated that the local community can provide the leadership required to solve its own problems."

Rebuilding Abroad

The work of the Commission for International Educational Reconstruction is being continued, with a grant of $75,000 from the Carnegie Corporation of New York—a substantial increase over the $25,000 initial grant in 1946. The commission, made up of twenty-two American educational leaders, maintains close working relationships with some 200 agencies. The function of the commission is to stimulate and coordinate the activities of American schools and organizations to meet the desperate needs of educational agencies in the war devastated countries. Assistance channeled through the commission includes: basic school supplies, educational equipment and scientific, technical, and professional books; fellowships, scholarships, and grants for advanced professional study; exchange of educational missions. Harold E. Snyder is director of the commission, which has its headquarters at 744 Jackson Place, Washington 6.

Citizenship Training

For the second season, more than 150 young people from all sections of the country, of varied racial, educational, and economic backgrounds, are taking part in an Encampment for Citizenship, sponsored by the American Ethical Union. The encampment, held at Fieldston School in Riverdale, New York City, from June 30 to August 10, has three objectives: orientation in democracy and anti-democratic movements; analysis of the main issues of our generation, that is, the economic problem, minorities' problem, and the problem of war and peace; development of techniques of democratic action through actual workshops. There are lectures by staff members and outstanding guests, small discussion groups under trained leaders, and visits to agencies dealing with major problems of democratic life. Some of the campers pay the $125 tuition themselves, others have scholarships provided by schools, churches, the League of Women Voters, 4-H Clubs, and other groups.

Great Books

A plan for mass adult education was announced last month by Robert M. Hutchins, chancellor of the University of Chicago. A Great Book Foundation has been established, which will take over the community program of study of the University of Chicago's "hundred great books." In three years, this program has grown from 165 Chicago participants to an estimated 20,000 this autumn in seventeen American cities and Vancouver, B. C. The foundation will organize and conduct training courses for volunteer leaders from cities seeking to start free study classes and discussion groups. It will also make the books readily available through low-cost editions and reprints of selected readings from the books. The foundation has temporary headquarters at 19 South LaSalle Street, Chicago.

In Print

The annual report of Morse A. Cartwright, director of the American Association for Adult Education, is available from the association, 525 West 120 Street, New York 27. The report, presented at the recent conference of the organization at West Point, includes a significant discussion of the use and misuse of mass media of education.

The Institute of International Education, 2 West 45 Street, New York 19, prints in a special issue of its *News Bulletin* the proceedings of the conference of foreign students advisers, held in Chicago in April.

"Schools for a New World" is the theme of the twenty-fifth yearbook of the American Association of School Administrators, 1201 Sixteenth Street N.W., Washington 6. Price $2.50 from the association.

Employment

The problems of migrant workers and their families today are reviewed in an illustrated report just issued by the U.S. Department of Labor. The pamphlet, "Migrant Labor: A Human Problem," was prepared by the Federal Interagency Committee on Migrant Labor, of which Major General G. B. Erskine is chairman.

The Department of Agriculture estimates that there were approximately 1,000,000 agricultural migrants during 1946, who helped harvest the crops in all sections of the country. Many of these, the report states, were exposed to unnecessary hardships and dangers in being transported long distances in overloaded and unsafe trucks or cars. Many were inadequately and unhealthily housed, and lacked the medical care and welfare services that are taken for granted in most American communities. "Far too many children of migrant families receive little or no education."

The report makes recommendations in three general categories: "Community and employer acceptance of their obligations toward migrant workers brought in for agricultural or industrial labor; improved practices in recruiting, transporting, and placing migrant workers and in providing them with better housing, health, education, and welfare services; legislation—federal, state, and local—to improve the working and living conditions of migrants."

A Big Giver

A total of charitable and relief contributions amounting to more than $1,000,000 in 1946 is reported in the

annual financial report of the Amalgamated Clothing Workers of America, CIO. These gifts were made by the international union and by its affiliated locals and joint boards. The Amalgamated also raised a special "United Nations and Community Relief Fund" in 1946, of which $113,154 was distributed, leaving $179,189 to be expended.

The report shows that the union's income for the year was $3,370,910. and expenditures $2,882,840. This gave an operating surplus of $488,070, raising total net assets to $5,824,852.

Leisure Time

A rich and growing program of study and recreation is presented in the report of the educational department of the International Ladies' Garment Workers' Union covering the period from June 1, 1944, to December 31, 1946. Mark Starr is the director of the department. For the first year covered, there were 6,840 students enrolled in 233 union classes and study groups. Last year, these figures had grown to 8,962 students, 306 classes and groups. In 1945-46 the largest number of classes were those held for new union members. The other most favored classes were arts and crafts, current events, labor problems and trade union methods, parliamentary law and public speaking, health, language (Esperanto and French).

The report adds: "But these columns of figures must be viewed with imagination. They cannot do justice to the activities outside the classrooms. They do not include the anniversary celebrations, the educational membership meetings, the outings on land and water, parties, picnics, movie shows, theater parties, radio talks, songfests, spaghetti suppers, wiener roasts, fiestas, bowling contests . . . dances, and similar activities which add to human enjoyment. After all, union members do not live by bread alone. With economic gains in wages and hours come greater opportunities for fun and fellowship."

Success Stories

A study of "the causes of industrial peace under collective bargaining" is announced by the National Planning Association, a nonprofit organization which includes in its membership national leaders in agriculture, business, and labor. The study will survey the labor-management relations of twelve to fifteen firms and their unions "which have experienced successful and peaceful industrial relations." In undertaking this project it is NPA's belief that "conflict in labor-management relations is an abnormal condition and that there is more industrial peace today than most people are aware of."

The project will be under the direction of a sponsorship committee, responsible for broad policy questions, and a technical advisory committee composed of twenty-six specialists in the field of industrial relations. Charles R. Walker (director of research in technology and industrial relations at the Labor and Management Center, Yale University) and Joseph Scanlon (industrial relations department of the Massachusetts Institute of Technology) are co-directors of the research staff.

Women Workers

A study of women workers in the community, to be used as the basis for program planning, was recently made by the Young Women's Christian Association of Utica, N. Y. A report of the method and findings has been prepared by Katherine Alt Smith of the Utica YWCA, Clara A. Hardin of the National Board of the YWCA, and Dorothea Maier and Doris E. Pullman of the New York State Department of Labor.

The study included 441 women from 103 firms. Both groups were varied. The workers included professional, semi-professional, clerical, factory, and service employes; the firms were large and small factories, offices, stores, restaurants, and other establishments. Questionnaires filled out by workers were supplemented by personal interviews. They asked for biographical data, employment experience, data on wages, hours, housing, health care, union membership, leisure time activities. Employers were asked about women as employes, and about working conditions.

Highlights of the findings: women are an important part of the labor force of the community; the great majority work not for pin money but to support themselves or others; most intend to stay on their present jobs; though some have so many home responsibilities that they have little or no leisure time, many have both time for and interest in clubs, classes, health education, sports, arts and crafts. "The women challenged the YWCA to provide imaginative leadership for an adult education program based on the needs and interests of working women."

In Print

"Labor Looks at Education," by Mark Starr, the Inglis Lecture at Harvard in 1946, has been reprinted as a pamphlet by the League for Industrial Democracy, 112 East 19 Street, New York 3. Price 50 cents.

The Industrial Relations Section, Princeton University, publishes "The Operation of Job Evaluation Plans: A Survey of Experience," by Helen Baker and John M. True. Price $1.50.

World Social Welfare

As the 80th Congress moved into the last weeks before adjournment, the docket was crowded with "must" items relating to the United States' share in providing goods and services for a needy world.

In late May the White House received authorization to spend $350,000,000 to combat hunger and sickness in specified liberated but war devastated countries. Of this, from $15,000,000 to $40,000,000 is to go to the International Children's Emergency Fund. The additional $25,000,000 will be available to the ICEF only if the other nations together give $43 for every $57 appropriated by the United States. This means, in effect, that the USA must solicit altogether the sum of $30,000,000 from the twenty-five other members of the fund.

On June 17, the French delegate to UN announced that his country would give 6 percent of whatever sum the U. S. turned over to the fund for immediate help to European children. In the meantime, Dr. Martha Eliot of the U. S. Children's Bureau, returning from a six-weeks survey in seven European countries, reported that top priority needs for children in Czechoslovakia, Poland, Austria, Yugoslavia, Greece, Italy, and France are: milk, diapers, shoes for the older children, drugs and medical equipment, and beds and bedding for children's hospitals. Queried by Washington reporters as to whether the children of Europe are really much worse off than those of the poorer parts of the United States,

Dr. Eliot was quoted as replying emphatically, "Indeed they are."

At a session of the fund's executive board on June 20 at Lake Success, it was decided that procurement of food supplies for an initial shipment in mid-July would be started with the $560,000 then actually in hand. The executives of the ICEF hope that the program will be "in full swing" by September.

Consultants in China

As UNRRA, the pioneer experiment in world relief, prepared to give way to the specialized agencies created by the United Nations to carry on the job, word came from the China office that seven welfare specialists, formerly with the UNRRA in China, had been requested by the Ministry of Social Affairs of the Chinese Government to continue their work under the auspices of the United Nations Organization.

These workers, who will act as consultants to the Chinese government as it takes over the welfare program started by UNRRA, are Lillian Robbins, Helen Harris, and Maude Kemp of New York City; Mildred Bonnell of Taylorville, Ill.; Vera McCord of Spokane, Wash.; H. J. Matthews of Houston, Tex.; and Sarah Selmin of Detroit, Mich.

Beginning of IRO

Arrangements to assume responsibilities for the operation of the International Refugee Organization on July 1, were completed at the meetings of IRO's preparatory commission in late May, reported the United Nations *Bulletin* for June 3.

At the closing meetings of the session, a resolution was adopted, instructing the executive secretary, Arthur J. Altmeyer, to conclude the necessary agreements with organizations concerned with the refugee question in order to assume such of their functions, activities, assets, and personnel as might seem desirable. Mr. Altmeyer was also authorized to exercise the powers of director-general to enter into all necessary commitments with governments and occupation authorities in accomplishing a "smooth transfer of functions and activities."

The commission elected an advisory committee to work with the executive secretary in connection with plans for the organization of IRO, appointments of senior members of the commission's staff, and nominations for IRO itself. On the committee are representatives from Belgium, Canada, France, the Netherlands, the United Kingdom, and the United States.

Church Group Reports

Early in June it was announced that a new committee on displaced persons had been set up by the Church World Service, through which the whole program of the American Protestant and Orthodox churches for displaced persons would be channeled.

The committee will aid both immigrants and those who remain in displaced persons camps and will include Protestants, those of Eastern Orthodox faith, and those with no formal religious affiliations. The program at present makes provision to bring at least 100 persons to America each month.

These immigrants will be lodged temporarily and resettled through the United States in friendly communities. Cooperating churches will help in finding homes, employment, and satisfactory community relations for the new arrivals.

In a report issued in early May, Church World Service announced that in its first year of operation $15,000,000 in reconstruction and relief supplies had been sent to 29 countries in Europe and Asia. A summary of the organization's overseas activities is contained in the brochure, "The Church Builds the Groundwork of Peace," published in late winter. The organization is located at 37 East 36 St., New York 16.

U. S. Social Work Notes

At the May meeting of its board of directors, the American Association of Schools of Social Work voted to renew the relationship of the organization with the International Committee of Schools of Social Work. AASSW's own committee on international social work education is planning for a meeting to be held at the time of the International Conference of Social Work next April.

Notes issued by the National Social Welfare Assembly on May 29 report that the assembly continues its liaison with the UN and the Department of State. "Social welfare interests," it states, "face a long pull of strengthening services and staff in UN in behalf of social welfare, and a tedious period of collaboration with central bodies in other nations for recognition of the need of staff consultative and operating social welfare services in UN in an independent international agency." At the request of the UN Secretariat, the assembly has proposed the names of seven American social workers to act as a consultant group to UN on questions pertaining to technical social work.

For an informative and comprehensive picture of current international welfare measures, see the May issue of the *Compass,* which carries an article on the subject by Donald S. Howard and a section of selected reading references on international social work.

Professional

The degrees of bachelor of social work and master of social work have been established in the school of social work of the University of Toronto by action of the senate of the university on February 14 of this year, later approved by the board of governors.

The National Catholic School of Social Service of Washington, D. C., established in 1921, has been merged with the school of social work of the Catholic University of America. It will be operated under the official name of the National Catholic School of Social Service of the Catholic University.

The graduate school of social work of the University of Southern California has been added to the list of schools which have a specialization in psychiatric social work, approved by the American Association of Psychiatric Social Workers. Rose Green will be in charge of this specialization at the university.

Paid Field Work Jobs

The Veterans Administration has released a technical bulletin establishing 80 paid field work positions for students in their second year of training in the medical and psychiatric casework specialty. The official designation of the bulletin is TB 10A-45. It may be obtained from the Veterans Administration, Washington 25.

Psychiatrists Confer

Greater participation by psychiatrists and psychologists in the practical affairs of the world was urged by two top ranking psychiatrists at the May meeting of the American Psychiatric Association in New York City. Dr. Brock Chisholm, executive secretary of the World Health Organization's In-

term Commission, called on psychiatrists to step out of their isolated offices and hospital wards, and utilize their skills as citizens in active community life to save human society from destruction by the fearful weapons it has created. In the next two years, he said, psychiatrists and psychologists will have the opportunity "to justify their existence in the eyes of the world by becoming real leaders in the planned development of a new kind of human being who can live in peace with himself and his fellow men."

He expressed the hope that the International Congress on Mental Health to be held in London in August 1948, will undertake as part of its agenda, the diagnosis and treatment of world anxiety, and the promotion of globe mental health through peace and security.

Dr. William C. Menninger, newly elected president of the association for 1949, chided some of his colleagues for ignoring the social problems that create mental illness, and called for a "united front" attack on the "social neuroses" that create mass scale unhappiness in our time. First among these he named "the widespread prejudice and discrimination against persons because of race, color or religion." He also pointed to "forced unemployment," a mental health problem affecting two generations in a family, and the "enormous emotional cost" of the present housing shortage.

Dr. Menninger is general director of the Menninger Foundation in Topeka, Kans., a member of the six man National Mental Health Advisory Committee to the U. S. Public Health Service, and chairman of the Group for the Advancement of Psychiatry.

The latter organization was started during the war chiefly by a group of military psychiatrists to plan for relieving the critical psychiatric personnel shortage and for stimulating research in the mental hygiene field. Last year three of its members were elected to the APA Council, and this year two more—Dr. Robert Felix, chief, U. S. Public Health Service mental hygiene division and Dr. William Malamud of Worcester—were added to the council. Dr. Leo Bartemeier, Detroit psychoanalyst, is secretary of the association.

Announcement was made at the meeting that the association and the American Neurological Association had approved the establishment of the Psychiatric Foundation, an organization formed to gain public support for improving the care of the mentally ill. (See "Everyone Needed," *Survey Midmonthly,* March 1947, page 87.)

Austin M. Davies, executive director, reported that the foundation soon will initiate a program calling for an annual expenditure of $5,000,000, to be spent on public education, research, improvement in the teaching of psychiatry, expansion of mental hospitals, rehabilitation of the mentally ill, and preventive psychiatry. The immediate goal of the foundation calls for the raising of $512,000 to be spent during the next three years on preliminary work, including the establishment of standards for mental hospitals.

Wanted—A Chance

The greatest handicap of feebleminded children is not their lack of mentality, but "the public's lack of sympathy and understanding," according to "Forgotten Children," a pamphlet published by The National Mental Health Foundation. About 2 percent of all school-age children in the country—some 550,000—are feebleminded, reports the publication.

By far the most numerous within the group are morons, who are usually trainable to simple occupations. Without adequate training and community supervision, however, they may drift into delinquency. In some penal institutions, 15 to 30 percent of the offenders have been classified as mentally deficient.

Special "opportunity classes" in some public schools, together with sympathetic after-school supervision, have prepared many of these children to earn their own living and to become "ordinary, decent working citizens who mind their own business and make their own way." Many have been trained in institutions in some simple trade and returned to the community. Study of one such group showed 3 out of 4 "doing well."

In general, however, the schools' lack of money, teachers, and understanding result in failure to meet the challenge of these handicapped children. And in some institutions, "because of a shortage of teachers less than half of the children may be given practical training with the view of sometime returning them to their homes. . . . Large numbers of the low-grade children . . . are left to a monotonous existence which is more like vegetating than living." And there are long waiting lists of children who need institution training and cannot be admitted for lack of space.

The booklet suggests that what is needed is a central state agency to cooperate with other agencies in locating feebleminded children, and to ensure that special public school classes are provided, and that *"all* who need it will be given care and training in institutions so as to protect both them and society."

In Print

"Volunteers in Social Service," by Dorothy H. Sills, has been published by the National Travelers Aid Association. The booklet discusses the basis for volunteer service, the basic principles of volunteer participation, what volunteers can contribute, the recruiting, training, and supervision of volunteers, and volunteers in Travelers Aid.

Mrs. Sills, as director of the volunteer service program for Travelers Aid's USO work, draws on both wartime and peacetime experience of the organization in presenting this material. Thirty cents from the NTAA, 425 Fourth Avenue, New York 16.

"Homes To Live In," by Corinne K. Robinson and Elsie D. Harper, is an issue of the Public Affairs News Service, published by the Woman's Press, of the National Board YWCA. The pamphlet deals, in thirty-two pages, with three questions: What's wrong with America's housing conditions? Why is housing so neglected in the U.S.A.? What can we do about it? Written concisely and factually, with statistical sources listed on the second page, it gives a clear picture of the present situation and makes practical suggestions for citizen action in communities and with regard to federal legislation. Twenty-five cents from the Woman's Press, 600 Lexington Avenue, New York 22.

"Don't Be a Jerk," by Hedi Seligson, is published by the League for Fair Play, Inc. Chatty and humorously illustrated by Ben Blank the pamphlet goes at race, religious, and nationality discrimination as a contagious disease which is a threat to the mental health of the world. Although it wanders somewhat—from conditioned reflexes to advertising and propaganda and thence to the psychological aspects of discrimination—it has the advantages of a fresh and informative approach. Twenty-five cents from the league, 11 West 42 Street, New York 18, N. Y.

BOOK REVIEWS

YOUR COMMUNITY—Its Provision for Health, Education, Safety, Welfare, by Joanna C. Colcord. Revised by Donald S. Howard. Russell Sage Foundation. $1.50.

This comprehensive outline for study, as revised by Donald S. Howard, retains the essential features which have made Miss Colcord's book invaluable for students, civic leaders, social workers, public officials, and others who are interested in analysis of the problems and potentialities of their home towns.

The revision brings to the text summaries of recent legislation, current developments affecting community affairs, and references to pertinent publications that have appeared since the previous edition in 1941.

The present edition follows closely the outline used by Miss Colcord in her 1941 revision. The bibliography has been replaced by generous references and footnotes inserted into the text. Each chapter and section explains a community service, lists a series of questions to guide the reader in his study of local needs and facilities for provision of the service, and presents numerous references to publications, periodicals, and other literature available for more exhaustive reading and reference.

As with earlier editions, this volume does not attempt to provide yardsticks for evaluational study. Where standards have been developed, reference is made to facilitate their use. The reader is warned against attempting to evaluate technical services without authoritative consultation, and throughout, the book provides the necessary directory of resources for such authoritative assistance to local study.

In its sections dealing with housing, health problems, organized care of the sick, and public assistance, this latest edition recognizes the rapid changes that have occurred during recent years.

The book fills a place in the literature of social work that is unique. While it was prepared primarily for students and nonprofessional readers, it should be upon the reference shelf of every minister, social worker, teacher, club leader, and all other persons whose activities place them in leadership in their home communities. Perhaps it should be given as a graduating present to every college student along with his diploma.

Although the book accomplishes its expressed purpose, it might properly include a section which would discuss in equally lucid fashion the procedures by which social improvements can be brought about. In local community affairs, our knowledge of needs exceeds our skill in organizing resources. Either in this, or in a companion volume, guidance should be given to those civic leaders who see the shortcomings of their home communities but who, too often, flounder in their efforts to plan and to put their plans into action.

Secretary-Manager, T. L. Swander
Community Chest of San Antonio

HOUSING AND CITIZENSHIP: A Study of Low-Cost Housing, by George Herbert Gray. Reinhold Publishing Corporation, $7.50.

This book is the work of an energetic and devoted student of housing—an amateur in the literal sense—and is the most comprehensive source available on the history and achievements of housing policy in America and Europe.

Public and private experience is included, and almost every aspect of the problem is given consideration, from population trends and market analysis to the rent certificate proposal and such technical questions as density standards and the effect of insolation on design. City planning and urban redevelopment are treated at some length and the only major issue neglected, even from the broadest planning viewpoint, is the question of regional unification for land-use control.

Since Major Gray was an architect, the visual and three-dimensional side of housing is given equal emphasis with social-economic aspects, and the book includes a more complete set of photographs and plans of American and European housing than exists in any other single publication. All this varied material is presented from a consistent philosophic viewpoint, well documented, namely, that the quality of citizenship is a primary public concern which depends at least as much on physical home environment as it does on the educational system.

Major Gray died in 1945, but he anticipated very astutely most of the ideas and proposals embodied in the Wagner-Ellender-Taft bill and in addition, in his detailed postwar program, goes further and includes the principle that unsubsidized public housing is necessary, even along with maximum encouragement for cooperatives and other nonspeculative forms of private enterprise, if the needs of the middle group are to be met.

A critical evaluation of "Housing and Citizenship," however, is much more difficult than a summary of its contents. Its amateur quality is on the whole in its favor, at least to this reviewer. Major Gray saw the problem as a whole and tackled it boldly and broadly, unhampered by the blinders of narrow expertise or the expedient caution of those who, more closely involved in current controversies, must defend past programs or immediate proposals without due qualification.

But one must admit also that the book, with all its richness of scope and personal observation, is rather a hodgepodge in form and literary style, sometimes inaccurate in detail, and uneven in the quality of critical judgment applied to a plethora of facts and surmise. Perhaps, if Major Gray had lived to see through the final editing himself, he would have pruned it into more effective shape. And if the proof had been read by someone who was familiar with the field, many minor though irritating errors and misspellings might have been avoided.

More serious than any of this, though, is the author's inherent political *naïveté* which tends, in the present furor about housing, to make his book seem rather superficial and dated despite its earnestly progressive spirit. Major Gray had that kind of optimism (now, alas, old-fashioned) which somehow assumes gradual progress toward the inevitable triumph of reason and good will, hence ignores the very existence of basic political conflict. This appears at its worst in relation to Nazi housing as the author

saw it in 1937, with no relation either to the Social Democratic housing that preceded it or to the real purposes of the Nazis. But it modifies the significance of his judgments on American housing and planning policy.

This is a useful book, put together with sincerity out of long years of interest and observation. Whatever its weaknesses, it is a solid contribution to the literature of the field.

CATHERINE BAUER

Cambridge, Mass.

FOR THE RIGHTS OF MEN, by Carl Carmer. Hinds, Hayden and Eldredge. $2.

CARL CARMER, NOVELIST, RADIO PLAY producer, supporter of militant liberalism, has written for high school children eight historical dramatic episodes in a booklet of 64 pages to teach the lesson that the rights of us all depend on the rights of each. The stories, swiftly told and colorfully illustrated by photographs and sketches,, run from colonial days through the American Revolution down to the abolitionists and lastly Governor Altgeld of Illinois, defender of justice to anarchists.

Interwoven with the stories as the theme of the booklet is the constant reminder that history teaches us the wisdom of tolerance for even the most despised and feared minorities and individuals. For out of these new and dissonant voices have come the affirmations of freedom and progress for the majority.

It is an old and ever-needed lesson, hard to learn against contemporary prejudice and fear. The method of invoking the heretics and rebels of the past is also old, but effective in carrying the sanction of historical vindication. The booklet, if daringly used by teachers to point up the repression today of communists, labor unions, and the darker races, can contribute to the struggle to realize in fact what we accept in principle. It is a vivid and heartening little sermon in the best tradition of pamphleteering.

Director ROGER N. BALDWIN

American Civil Liberties Union

TECHNIQUES OF COUNSELING IN CHRISTIAN SERVICE, by Charles Reed Zahniser, Ph.D. Gibson Press, Granite Building, Pittsburgh, Pa. Fifty Cents.

THIS SMALL BOOK, CONCISELY written, has value for social workers as well as for those for whom it is especially designed. It emphasizes the importance of the dynamics of religion in helping individuals solve their problems, and introduces casework techniques and psychiatric understanding into religious counseling.

The book is written in the form of topics or section, each one setting forth clearly the author's philosophy and methods. In the introduction, Dr. Zahniser defines "Counseling in Christian Service" as "essentially clinical in character" then follows through with his meaning of this phrase. The distinction from casework practice is his emphasis upon "religious experience" as a solution "in part" of the individual's problem.

The sections "Three Levels of Inquiry," or needs presented by the counselee; "Finding Time"; "The Setting" of the clinical interview; "Securing Rapport"; "The Diagnostic Approach"; "The Treatment Programs"; and "The Follow-up" stress the importance of the scientific approach in religious counseling. The sections "Introducing Religion into the Process" and "A Threefold Religious Contribution" emphasize the function of religion in counseling.

INA L. MORGAN

Faculty Supervisor of Field Work

Boston University School of Social Work

CREATIVE OLD AGE, by Clare de Gruchy. Old Age Counselling Center, San Francisco. $2.75.

VERY RECENTLY, DRS. OSKAR AND Cecelia Vogt declared that brain cells thrive on activity. When they do not receive stimuli, they become prematurely aged. As the *New York Herald Tribune* commented: "An idle brain starts digging its own grave."

The Vogt laboratory research confirms the thinking of Dr. Lillien J. Martin and of her assistant, Clare de Gruchy, that normal human beings can grow mentally at any age and that they can reclaim life by re-animating mental processes which have become atrophied through disuse.

"Creative Old Age," by Clare de Gruchy, is a continuation of the work of Dr. Martin at the Old Age Counselling Center. The generic principles of understanding the older person, of encouraging activity, and of helping him to develop a dignified relationship with society are graphically brought out through actual case histories. It is a positive, hopeful little book in which Dr. Martin's gentle and persistent spirit hovers over every page. The older person will find comfort and inspiration in the message it conveys.

But individual counseling cannot reach the large and steadily increasing number of older people in our society. It can, however, be incorporated in a program which meets the problem through groupwork process.

We need to establish centers throughout the country where older people can meet, find acceptance and security, and develop activity programs, as advocated by Drs. Martin and Clare de Gruchy, which will revive old skills, develop new ones, return to them their sense of accomplishment, and enable them to live once more as contributing members of their communities. The need of all communities for people with leisure time to assume responsibilities and leadership in their many civic and cultural areas is great. The older person has leisure and a lifetime of wisdom and experience. The activity centers can make it possible for him to offer these assets to the community. In the establishment of such centers, the pioneering work of Drs. Martin and Clare de Gruchy can take another step forward toward a healthy and positive program for the older person. HARRY LEVINE

Director, Special Activities of the Older Person, Department of Welfare, New York City

A SOCIAL INTERPRETATION OF SOUTH CAROLINA, by Dr. G. Croft Williams. University of South Carolina Press. $3.

ALL SOCIAL WORKERS WILL FIND THIS volume helpful, for it contains knowledge, experience, and thinking — the gift of this distinguished South Carolina sociology teacher and social worker.

The style is clear, and the flow of English reminds us of the pleasure and stimulation in reading the King James' Version. There is a fine economy of words. All the trappings and stuffings sometimes found in textbooks are absent; the core of the points is firm and meaty.

The layout is simple and the index compact. The source material is historically sound and exact. The terms used will be approved by fellow-sociologists, and the subtitles are signifi-

(Continued on page 216)

SITUATIONS WANTED

DIRECTOR of Boys Home which is closing desires similar position. Prefer challenging opportunity in new or established agency for boys. Have a thorough knowledge of dependent, pre-delinquent and delinquent boys and their problems. Available now. 8580 Survey.

PLAY THERAPY TRAINING, nursery school age, analytically oriented. Adequate supervision. New York City. MSW '44. 8607 Survey.

WORKERS WANTED

SUPERVISOR and psychiatric social worker, man or woman (two positions), for child guidance agency where treatment is carried mainly by psychiatric social workers, under immediate and close supervision of an outstanding nationally known psychiatrist. Experience in a child guidance agency or related psychiatric work desirable. Interesting and challenging opportunity. Apply Jewish Child Guidance Bureau, 682 High Street, Newark, New Jersey.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

CASEWORKER, Family Service Department, large Episcopal Church agency in Eastern city. Salary up to $2,600. Qualifications must include at least one year of study at an accredited School of Social Work. 8604 Survey.

WANTED: DIRECTOR of program for children 6 to 12 years old in Community House. (Protestant). First year salary $1980. Social work education or equivalent necessary; experience desirable. East Akron Community House, 1259 Third Avenue, Akron, Ohio.

CASEWORKER for a Protestant children's agency in a Chicago suburb with foster home, institutional and adoption services. Progressive program, personnel policies, good supervision. Minimum requirements, three quarters of field work. Salary $2,200 to $2,700 depending on training and experience. 8603 Survey.

MATRON for small children's Home in Northeastern Pennsylvania. Mature woman with genuine interest in children and ability to manage large household needed. Salary commensurate with training and experience. Write to United Charities, 107 Madison Avenue, West Hazleton, Pa.

PERSONNEL NEEDED:—Catholic Case Work Supervisor. Requirement: Graduate from Graduate School of Social Work; experience in supervising case workers in family or child welfare. Opportunity to assist in defining and developing a new service program. Beginning salary $3600 per year. Write Catholic Welfare Bureau, 246 East Town Street, Columbus 15, Ohio.

GROUP WORK SUPERVISOR: Man or woman, graduate school of social work with some experience, for settlement house with Jewish clientele, in the East. Salary range $2800-$3500. 8602 Survey.

OCCUPATIONAL THERAPIST, graduate, with experience in Arts and Crafts, for a Christian social service organization, one specially interested in the handicapped. 8600 Survey.

COUNTY CASE WORKER NEEDED. Family Agency expanding its county program. A worker, interested in county organization, needed. Car required. Write—John W. Anderson, 411 Walnut Street, Allentown, Pennsylvania. Salary commensurate with experience.

WANTED—EXECUTIVE for an agency dealing with problems of people of different nationalities. Ability and training needed in administration, staff supervision, organization, promotion, and interpretation as well as understanding nationality backgrounds. Write International Institute, 259 E. Wells Street, Milwaukee 2, Wisconsin.

CASEWORKERS for small progressive family agency of high standards. Rapidly growing interesting community with recreational opportunities. Top salaries. Retirement plan and excellent working conditions. Family Service, Midland, Michigan.

EXECUTIVE for Community organization. Must be graduate of accredited school of social work and have had experience in working with volunteers. Salary $3600. Write qualifications to Board of Religious Organizations, 807 Equitable Bldg., St. Louis 1, Mo.

WORKERS WANTED

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

PUBLIC RELATIONS person for a Christian social service organization. With executive ability. Fine opportunity for the right person. Must be interested in religious and social service work. 8601 Survey.

WANTED: Executive Secretary for Family Service Agency in Waco, Texas. Must have adequate educational background and field case work experience, as well as demonstrated ability to handle executive duties incident to the operation of a small office in a community of approximately 100,000 people. State all qualifications and details in letter to P. O. Box 212, Waco, Texas.

EXECUTIVE FIELD WORKER—Child Protective Agency, experienced man, opportunity for program and personal development. Write full particulars. 8598 Survey.

CASEWORKER — woman, Jewish Children's Home, Metropolitan New York area, has vacancy for professionally qualified worker in institutional case-work department. Challenging opportunity for growth. Beginning salary $2,400. 8595 Survey.

WANTED at an early date a thoroughly capable, trained and experienced man to become Director of Social Services and Associate Superintendent of a large, privately supported, statewide, non-sectarian, child-placing and child welfare agency in Florida. Good salary and permanent position assured. Must be capable public speaker, have experience in money raising, public relations, and case work services. Address communications to Children's Home Society of Florida, 403 Consolidated Bldg., Jacksonville 2, Florida.

CASE WORKERS (2) professionally qualified, for agency giving children care in foster homes and in cottage type institution; also adoption service. Interesting opportunity for varied experience including direct work with emotionally disturbed children under psychiatric consultation. Write The Children's Center, 1400 Whitney Avenue, New Haven, Connecticut.

CASEWORKER—needed in small private nonsectarian agency placing children in foster family homes for day care. Graduate training required. Must be able drive automobile. Salary based on training and experience. First Family Day Care Association, 311 South Juniper Street, Philadelphia 7, Pa.

WANTED: Social worker to take charge of homemaker and family budget program in an eastern Jewish family agency. State qualifications, experience, and salary expected. 8582 Survey.

WANTED—Social case workers and supervisors to fill positions in Lutheran children's agencies located mainly in the Middle West. Progressive programs, personnel policies, good supervision. Minimum requirements are at least three quarters of field work. Opportunities for work-study programs with some agencies. Experience in children's field, although desirable, is not necessary. Salaries range from $2,000 to $3600 per year depending upon training and experience. For further information write Rev. R. A. Marquardt, Chairman, Recruitment and Training Committee, Associated Lutheran Charities, Addison, Illinois.

CHILDREN'S INSTITUTION in Indiana needs case worker (woman) for intake. New position. This person later will become supervisor of an expanding case work staff. Beginning salary $2,600 to $3,000 depending upon training and experience. 8564 Survey.

WANTED: Social worker or medical social worker with some experience in case work or in a hospital situation, to work in a tuberculosis sanatorium of 125 beds. Medical social work part of rehabilitation program. Working conditions and salary excellent. Contact Bureau of Tuberculosis Control, Michigan Department of Health, Lansing 4, Michigan.

BRANCH EXECUTIVE, man or woman, for community house in Middle West. Should be a group work graduate. Would consider person with some group work training plus experience and willingness to finish course. 8571 Survey.

PAMPHLETS AND PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 1790 Broadway at 58 St., New York 19, N. Y.

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COOPERATIVE COMMUNITY, SELF-RELIANT. Wanted planning members, putting cooperating humanity first, plan own community. Introduce yourself, aims fully FIRST LETTER. 8587 Survey.

FUND RAISING

Before launching fund-raising campaigns for budget or capital funds, consult competent financial counsel. Surveys made. 8599 Survey.

WORKERS WANTED

NEBRASKA—offers opportunity for qualified caseworker in field of child care and placement. State-wide, non-sectarian private agency with excellent reputation is expanding its program. Retirement annuity, excellent supervision, salary in line with training and experience. Give full information about self in first letter. Nebraska Children's Home Society, 3549 Fontenelle Boulevard, Omaha, Nebraska.

WANTED: Professionally trained Case Worker for agency offering both preventive and remedial program to young people. Salary and working conditions in accordance with professional standards. Excellent future in community increasingly aware of need for more complete welfare services. 8605 Survey.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

GRADUATE CASEWORKER for agency engaged in institutional and foster home care for unmarried mothers and their babies, in New York City. Salary range $2,500-$3,400. 8593 Survey.

CASEWORKERS, professionally trained, for multiple service family casework agency. Interesting challenging opportunity.
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Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Fla.

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(Continued from page 214)

cant for social workers with imagination.

Starting with conditioning factors, such as geography, culture, technology, race, the author then discusses people and those characteristics shaped by country life and public health. The major social institutions and the groups in which our clients find their strengths and weaknesses follow: the family, church, public schools, agriculture, government. The last three chapters are concerned with the socially handicapped: those in poverty, the public offenders, the mentally ill, and the feebleminded.

The selective material, the unexpected word, the style, all show that the author hopes to delight us while jolting us out of our stereotyped smugness. This gives the small volume the quality of a bedside as well as classroom book to read and re-read. Some sample quotes:

"The city with its salesmen for all kinds of iniquity . . . . The pitfalls of what we are pleased to call 'normal society.' . . . Disease germs are color blind. . . . Agriculture is an age-hardened institution with customs and mindsets, brought into a new age where it is asked to make money rather than subsistence for its operators."

The book recognizes so-called progress, but tempers praise with the turn of many a phrase. It uses the spotlight of facts to show unremedied situations. It is the candid camera in the hands of a philosopher.

The author wisely inscribes the book to his six grandchildren, "who some day will be called upon to serve their state. May it be in peace, but in peace or war, may it be with intelligence and devotion to principle." Social workers will want to read and see for themselves how high and how deep, or how low and how shallow have been the results of past generations' intelligence and devotion to principle.

MARY PHELPS WHEELER
Associate professor of Social Work
University of South Carolina School of Social Work

THE NEGRO HANDBOOK 1946-47, edited by Florence Murray. A. A. Wyn. $5.

FRESH LAURELS ARE IN ORDER FOR Miss Murray who has just brought out the third edition of this excellent volume.

The new handbook brings up to date the wide range of statistical and historical material carried in the earlier editions, and also contains complete data on the role of the Negro in World War II. It is indispensable for all those who are concerned with our largest minority group.

BEULAH WELDON BURHOE

SMALL COMMUNITIES IN ACTION—STORIES OF CITIZEN PROGRAMS AT WORK, by Jean and Jess Ogden. Harper. $3.

AN INTERESTING AND INSPIRING COLlection of stories illustrating the American way of achieving better living for all. The authors and the citizens they describe in action believe that by "thinking and working together on common problems those whose lives are affected can find solutions." The book presents thirty-four stories telling in detail how communities have helped themselves through the efforts of their own citizens.

Especially commendable is the fact that the stories tell of local initiation and financing; local leadership and participation;development of indigenous leadership; utilization of community resources; and programs set up by the community. No project or program is described which depended upon initiation by a state or federal agency or a private institution.

The authors believe the problems and programs they describe are typical of communities in all sections of our country. The ideas involved are certainly fundamental to the American way of life and the book should be studied and read wherever students and leaders are concerned with groups or communities in action. Again and again the authors describe communities who "done what they couldn't" who achieved success where only defeat seemed possible.

This book should be required reading for every social worker and student of community organization, as well as every citizen interested in promulgating the "American way of life."

JOSEPHINE STRODE
Director of Social Services,
Children's Home Society of Florida

Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Leonard W. Mayo, President, Cleveland, Ohio, Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director; A national agency serving as National Association of Jewish Communtity Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS—Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,754 local chapters organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces, Services to Veterans, Community Service to Camps and Hospitals, Relief to Prisoners of War, International Activities, Disaster Prepardedness and Relief, Nursing Services, Nutrition Service, First Aid, Water Safety and Accident Prevention, Blood Donor Service, Volunteer Special Services, American Junior Red Cross, and College Units.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the improvement of social and living conditions—Ralph G. Hurlin, Acting General Director 130 E. 22nd St., New York 10. Departments: Industrial Studies, Library, Social Work Administration, Social Work Year Book, Statistics, Studies in the Professions. The publications of Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

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LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

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NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversion. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

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BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3. Algonquin 4-1753. Arranges invitation tournaments in indoor and outdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Malcolm Van Zandt, President; Stanley deJ. Osborne, Treasurer; Willard L. Kauth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; The Lincoln Recreation Center, 235 West 113 Street; Tot-Lot Playground, 422 West 49th Street; Camp Sebago, Camp Wakonda and Camp Orenda in the Palisade-Interstate Park; Co-Sponsor School Settlement, 120 Jackson Street, Brooklyn; Lafayette Community Center, Sumner and Lafayette Streets, Brooklyn.

BOYS CLUB OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Amory Houghton, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 88 Lexington Ave., New York City 16. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. E. W. Palmer, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $1.00 a year.

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Health

AMERICAN HEARING SOCIETY — 1537 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $2.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vice President.

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NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormack, Exec. Dir.

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SOCIAL WORK VOCATIONAL BUREAU 122 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Barbara Jack, Director.

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accredits the following institutions offering graduate professional study. A two-year course leads to a Master's Degree. Schools marked with * offer a standard one-year curriculum. Inquiries may be addressed to individual schools or for general information write to Miss Sue Spencer, Executive Secretary, American Association of Schools of Social Work, 130 East 22nd Street, New York 10, N. Y.

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